

CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

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To: Land Use Committee.

Subject: Report on the submissions on the Central Waterfront:
Final Recommendations to the Land Use Committee
meeting of April 18, 1984.

Origin: Land Use Committee, April 18, 1984. (c711uc84224:43)

Comments:

Background:

At its meeting of April 18, 1984, the Land Use Committee heard deputations on the Central Waterfront: Final Recommendations report. Over thirty individual deputations were heard, and more than forty five briefs were received. The Committee requested the Commissioner of Planning and Development to report:

- "(a) in eight weeks on the submissions put forward;
- (b) on the appropriate zoning and Official Plan designation for Cherry Beach; and
- (c) in more detail on the transit demand that will be generated by the proposed densities in the Central Waterfront."

This report covers all three matters listed above. The additional briefs received after the April 18th meeting have been addressed as far as possible in the time available.

Organization of this report.

The report contains the following main sections:

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The discussion of the zoning and Official Plan designation of Cherry Beach is found in the Port Industrial District Section on page 10, while the transit demand generated in the Central Waterfront is discussed on page 19, under the Central Bayfront.

Outer Harbour Headland

1. General

There were 36 deputations, including representatives from a variety of organizations, that requested that the Spit be left entirely undeveloped. Some of these deputations specifically requested that the whole Outer Harbour Headland be designated as an Environmental Resource Area. In addition, the deputants who wanted no development and who addressed the question of zoning wanted the Gm (Parks and Marinas) zoning replaced with a G (Parks only) zoning. On the other hand, there were two deputations from representatives of boating organizations who felt that boating should be considered an acceptable use within some or all of the Environmental Resource Area, or that a smaller area should be designated as an Environmental Resource Area. Most of the remaining briefs on the Central Waterfront: Final Recommendations did not mention the Outer Harbour Headland.

Before dealing with the specific concerns as they relate to the Outer Harbour Headland, it should be pointed out that the City does not own any of the Outer Harbour Headland and is not the main planning agency for the Headland. The Metropolitan Toronto and Region Conservation Authority now owns almost all of the areas not leased to the Toronto Harbour Commissioners by the Ministry of Natural Resources (see Map 1). The transfer of the waterlots from the Province to the MTRCA was completed in mid-May.

The MTRCA has been promised ownership of the whole Spit by the Province when filling is completed, and is now just starting to prepare plans for the area. This plan, to be prepared with advice from the Aquatic Park Task Force on which the City is represented and a process which includes public participation, will be subject to the Provincial Environmental Assessment Act. Further information on the planning process that will be undertaken by the MTRCA can be obtained from the Conservation Authority at 661-6600. Once development of the park is completed, the area will be maintained and operated by the Metropolitan Toronto Parks and Property Department.

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On May 28, 1984, The Toronto Harbour Commissioners put forward to Aquatic Park Task Force a plan to develop the neck of the Outer Harbour Headland for a 1,200-berth marina and a sizeable area to accommodate community boating clubs. A plan of this proposal is attached as Map 2 to this report. The plan involves the construction of two major breakwaters connected by bridges to a central administrative centre; the land area of the breakwaters would be used for summer car-parking and winter boat storage. The plans call for the creation of a fifty foot wide landscaped recreational corridor along the water's edge with a bicycle path and pedestrian trail to link-up the Martin Goodman Fitness Trail on the North Shore. The landfill operations required for the marina and community club area would take five years to complete.

The marina portion of the development is proposed on land and water lots now owned by the Toronto Harbour Commissioners. The community boat club area would be developed on lands owned by the MTRCA. The proposal would conform to the Open Space designation and "Gm" zoning proposed in the Final Recommendations report for the Outer Harbour Headland, although the filling would have to meet the requirements of the City's new lakefill policies if they are adopted.

2. Environmental Resource Area Designation:

Many briefs requested the City to designate the whole Outer Harbour Headland as an Environmental Resource Area. The areas of the Headland which the Final Recommendations does not propose to be designated as an Environmental Resource Area are the narrow neck of the Headland, the newly constructed dredgeate containment cells, and an area just south of the Metro Sewage Treatment Plant to the east of an extension of Leslie Street which may be used for an expansion of the Sewage Treatment Plant. Since these are relatively barren areas there should be a better understanding of the concerns of the individuals and groups protesting the Final Recommendations.

There were many different reasons put forward for keeping the whole Spit as it is, in a 'natural state'. In point form, the reasons given were:

- 1) The Headland is great the way it is, so why change it particularly as change will be expensive.
- 2) The Headland is unique so it should be preserved.
- 3) The area should be car free.
- 4) There are enough manicured, planned parks in Metro and therefore a wilderness park should be created.

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- 5) The ability to choose a wilderness experience in the City should be maintained.
- 6) The Headland is an excellent laboratory and classroom.
- 7) The North Shore, including the shoreline of the proposed industrial park just north of the Headland provides enough space for boating.

Since a large portion of the Headland is designated as an Environmental Resource Area, the concerns raised in points 4, 5 and 6 above appear to be adequately answered. There will be a large wilderness park that will allow people the wilderness experience and that can be used as a laboratory and classroom.

The land area proposed as an Environmental Resource Area is currently about 70 hectares (170 acres) and when the configuration of the Headland is completed will be about 100 hectares (250 acres).

Point 7 above is discussed under the Port Industrial District but, in brief, the water's edge of the North Shore (excluding Cherry Beach) has been reserved for possible future port expansion and industrial uses. As a result, the Toronto Harbour Commissioners is opposed to granting any long-term tenure to the boat clubs that are now on the North Shore. This Plan is based on the premise that the North Shore will be reserved for future dockwall using industries and possibly an industrial park.

That the Outer Harbour Headland is unique cannot be argued (see Point 2 above). However, it would probably still be unique even if portions of it were developed for recreational uses, including boating.

The Final Recommendations report recommends that the large area proposed as an Environmental Resource Area be car free, but it does not include statements that require the whole park to be car free as put forward in Point 3. Although a completely car free park may be desirable for some, it may be impossible or unreasonable, particularly in light of the need to provide some parking for regional users and access to boating and other relatively highly used recreational facilities. It is, therefore, this Department's recommendation that the question of car access in the Open Space area be left for the Metropolitan Toronto and Region Conservation Authority and its Aquatic Park Task Force to decide on in light of the uses and their location within the Open Space Area, and the public transportation that will be available.

As for point 1, that the Outer Harbour Headland is great the way it is, it is not a static resource. The wonderful views will be

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greatly reduced as the vegetation gets higher and eventually much of the area will become forested. While this Department believes that a large part of the Headland should be an Environmental Resource Area to be managed for its natural resources, with public recreation that is compatible with this, there are parts of the Headland that can provide additional waterfront park areas for boating, picnicking on grass, possibly for swimming beaches and for other more intensive uses. These areas will provide an important complement to the natural areas, as well as a good location for the expansion of boating facilities which is one of the main ways in which Lake Ontario can be enjoyed.

For the above reasons, this Department does not recommend any change in the Official Plan designations for the Outer Harbour Headland.

3. The Zig-Zag Line:

Friends of the Spit, the Ontario Field Naturalists and others did not like the use of a zig-zag line to define the boundary between the Environmental Resource Area and the Open Space Area. In their opinion, it gave no guarantee of the final size and configuration of the Environmental Resource Area.

The Proposals report was clear that the line was in the approximate location of the final line. The Final Recommendations report was less clear as to the function of the zig-zag line.

The zig-zag line is intended, as was the line in the Proposals report, to show the approximate location of the division between the two designations. The boundary would be refined where detailed site information and planning work had been completed by the Metropolitan Toronto and Region Conservation Authority and the Aquatic Park Task Force. The zig-zag line, although reflecting information on the environmental resources of the Headland, does not answer site specific questions such as whether the club house for the Aquatic Park Sailing Club should be within the Open Space Area or not. However, the zig-zag line does show that the dividing line between the Environmental Resource Area and the Open Space area should be in that approximate location. The zig-zag line was recommended by the Central Waterfront Planning Committee as a method of showing that the exact boundary was to be determined at a later date.

4. Gm Zoning:

As stated in the Final Recommendations, the main impetus to change the G zoning for the portion of the Outer Harbour Headland designated Open Space from G to Gm (Parks and Marinas) was the objection from the Metropolitan Toronto and Regional Conservation

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Authority. The complaint was that although the City had recognized that boating facilities should be one of the active uses on the easterly part of the Outer Harbour Headland this use was not permitted as-of-right in the zoning. However, the MTRCA has now altered its position in another written submission, and would prefer that the City not zone the land until the MTRCA has finished its plan for the area or use interim zoning that does not permit boating uses as-of-right until after the planning process for the Headland is complete.

Many briefs that requested that the Gm zoning be removed appeared to do so on the grounds that the entire Headland should be left as an Environmental Resource Area.

The Toronto Harbour Commissioners, who have just released their proposal for a 1200 boat marina on the most north-eastern part of the Spit, the Ontario Sailing Association and the Aquatic Park Sailing Club wish to see the Gm zoning remain.

The question of how to zone the proposed Open Space area is unlikely to be resolved in a manner which suits everyone. However, for the following reasons, it is recommended that the Gm (Parks and marina) zoning remain on the Open Space area as shown in the Final Recommendations report and reproduced here on Map 3.

The Gm zoning is a park zoning to which additional boating uses have been added. It is not a boating only zone, nor is it intended to be. The Gm zoning accurately reflects the intent of the proposed Official Plan Open Space designation that it be used for "active recreation purposes, including a variety of boating and other water-related activities." In order not to permit the MTRCA to establish new boating facilities in areas that should be part of the Environmental Resource Area, the Gm zoning was located on the inside of the zig-zag line dividing the Open Space and Environmental Resource Area designations (see page 5).

To remove the proposed Gm zoning and replace it with an interim zoning would give many people, unfamiliar with zoning and official plans, the impression that the City was no longer considering boating as an acceptable use in the Open Space designated area. Unless Council also changes the proposed Official Plan statements, this would be misleading as boating areas could easily be established through a rezoning.

The MTRCA have revised their original position asking that boating uses be permitted as-of-right and now want an interim zoning that would not permit boating. The Gm zoning allows the MTRCA maximum flexibility in their planning for the Open Space area. If, when the MTRCA plan for the Headland has been prepared, the MTRCA would like to see the Gm zoning restricted to the areas actually

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selected for boating, there would be no problem for the City in doing this. If an area, which in the future is within a more accurately delineated Open Space area, is considered as an appropriate site for a boating facility by the MTRCA, there is nothing in the Official Plan statements that would prevent Council from zoning the area Gm to permit the boating use. The zoning map for the Outer Harbour Headland has therefore been left unchanged.

5. Zoning of the Containment Cells:

The Metropolitan Toronto and Region Conservation Authority did not understand why the containment cells on the Outer Harbour Headland were zoned while the embayment areas were not. The embayments are not zoned because if they were it would be tacit approval by the City under the Lakefill Policies to permit filling in these environmentally significant areas. However, since the containment cells are to be filled, as are other areas which complete the Outer Harbour Headland configuration, these areas have been zoned for parks uses and parks and boating uses.

Port Industrial District

1. Heavy Industrial Area and I4 zoning category:

There were several deputants who expressed concerns about both the extent and the existence of the Heavy Industrial Area designation and the Port Industrial District zoning. Mr. S. Jelovac expressed concern that strictly I3 and I4 uses would create severe pollution problems, and that the recommended zoning would place restrictions upon creative developers.

The St. Lawrence Neighbourhood Association, while recognizing that the City needs to retain its industrial base, indicated that they "would like to see no more heavy industrial uses, or for that matter lighter uses, which will add to our pollution from the Port Industrial District." They expressed particular concern about the portion of proposed Official Plan statement 5.A.32 which envisioned the location of industries involved in the processing, recycling or storage of raw and other materials in heavy industrial areas in the Port Industrial District.

The Board of Trade, while acknowledging that existing heavy industrial uses in proposed I3 zones would be legalized, was still concerned that too much of the Port Industrial District was being zoned I3. The Board of Trade objected that an I3 zoning is too restrictive for many existing and potential industrial operations and wishes to see an I4 zoning apply to a greater area of the Port Industrial District.

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There are, therefore, conflicting viewpoints expressed between those who wish to see the heavy industrial area eliminated and those who wish to see it expanded.

The I4 zone category which characterizes areas of heavy industry does not permit I1, I2 or I3 industrial uses. Therefore, while setting aside land for a limited list of heavy industrial operations, recycling industries and bulk storage facilities, the I4 zone category excludes the vast majority of potential industrial uses. Therefore, expansion of the proposed I4 zone district would severely limit the potential industrial use of the industrial district as a whole and should not be considered.

There are compelling reasons why the proposed I4 district should not be eliminated:

- . The proposed I4 zone district merely recognizes established land use patterns. Almost all of the existing industries in the proposed I4 zone district around the Ship Channel are recycling, salvage and bulk storage operations which would conform only to the I4 zone category.
- . The St. Lawrence Neighbourhood is affected by air and odour pollution from various industrial sources to the east. However, none of the "I4" industries in the area around the Ship Channel are identified sources of this pollution. This proposed I4 area is a considerable distance from the St. Lawrence Neighbourhood.
- . Many of the recycling and salvage firms between the Ship Channel and Unwin Avenue were already relocated from the St. Lawrence Neighbourhood to make way for the residential redevelopment. It would hardly be equitable to now zone them into non-conforming by-law status.
- . There are only two C4/I4 industrial areas remaining in the City of Toronto, the Stockyards Industrial area and the area around the Ship Channel. The heavy industry in the Stockyards Industrial District is much closer to residential areas than is the area around the ship channel. To eliminate these zone districts would essentially bar certain types of industry from the City of Toronto. Some of these recycling and salvage uses, while unaesthetic, are integral to the notion of a "conserver society".
- . The City has studied the need for a location for primary, recycling and bulk storage industries and has identified the area around the Ship Channel in the Port Industrial District as an appropriate locale, since some of the bulk goods enter the City by ship and require dockwall storage areas.

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In summary, the proposed I4 district around the ship channel is required to be maintained, and contains sufficient vacant space to accommodate additional 'I4' uses. However, because of the residential and non-cumulative 'I4' use list, a major expansion of the proposed I4 use district would severely restrict the industrial potential of the district as a whole, and throw many industries into legal non-conforming status.

2. Amendments to the Official Plan Statements for the Port Industrial District suggested by the Toronto Harbour Commissioners:

Section 5.A.16(a) of the Central Waterfront: Final Recommendations report recommends that it be Council policy:

"to encourage the Toronto Harbour Commissioners to maintain, in the Inner Harbour portion of the Port Industrial District, sufficient land to accommodate the present and foreseeable future needs of uses requiring direct access to shipping facilities;"

The Harbour Commissioners are concerned that this statement could be construed to suggest that the Commissioners turn away non-dockwall using industries, and leave dockwall parcels vacant until industries which use dockwall appear on the scene. The Harbour Commissioners have therefore suggested that proposed statement 5.A.16(a) be amended to state that it be Council policy:

"to encourage the Toronto Harbour Commissioners to locate uses requiring direct access to shipping facilities in the Inner Harbour portion of the Port Industrial District, if suitable locations can be found for such uses."

Due to the decline of the Port of Toronto over the last decade, there is little current demand for space by industries requiring dockwall locations. Most new firms locating along the Inner Ship Channel in recent years are salvage and recycling uses which do not require dockwall but which do require land in the limited heavy industrial zone area.

Rather than deny these industries a site, the Commissioners have leased lands to these firms but have avoided leasing the areas nearest the dockwall where possible. This is a logical and appropriate policy, and I would recommend that any ambiguities in statement 5.A.16(a) be clarified by adopting the Commissioners' suggested amendments.

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Statement 5.A.16(b) as put forward in the Central Waterfront: Final Recommendations report recommends that it be the policy of Council:

"to encourage new port-using industries where such industries will attain a high standard of performance in terms of environmental protection and require a City location."

The Toronto Harbour Commissioners have suggested that the words "... and require a City location" be deleted. The logic of the Commissioners is that there are few, if any, port industries which must require a City of Toronto location as opposed to any other Lake Ontario port City. Indeed, a need for a City of Toronto location should not be a criterion for encouraging port-using industry, given the current difficulty in finding port industries. I would therefore recommend this amendment to Section 5.A.16(b) be made.

Statement 5.A.34 (a) in the Final Recommendations report states that:

"Council will encourage and, where it is within its available powers, undertake the development of lands in the Port Industrial District which are designated open space for recreation and open space purposes, including boating and for bicycle and pedestrian routes to and within such lands.

The Toronto Harbour Commissioners noted that the words "including boating" are now redundant and can be deleted. In fact, since Cherry Beach Park is the only area proposed to be designated "Open Space" within the Port Industrial District, Section 5.A.34 (a) should now be amended to read as follows:

"Council will encourage and, where it is within its available powers, undertake the development of lands in the Port Industrial District which are designated open space for recreation and open space purposes."

3. Cherry Beach:

In the Central Waterfront: Proposals report of April 1982 the water's edge lands from the westerly edge of Cherry Beach Park to the base of Leslie Street were proposed to be designated "Open Space" and zoned "G" (Public Park) and Gm (Parks and Marina). The staff at the Toronto Harbour Commissioners do not object to interim recreational uses on the North Shore, however, they desire a zoning and Official

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Plan designation which reflects a future industrial use on these lands.

When City Council was considering lease arrangements for Cherry Beach and the area of the North Shore required for the Martin Goodman Fitness Trail in July 1983, it ratified an agreement which stated, in part, that upon execution of the leases:

"it is City Council's intent that the proposed zoning and Official Plan designation for this area in the Central Waterfront Part I Final Recommendations reflect its long-term industrial nature."

This motion was not reflected in the Central Waterfront: Final Recommendations report which put forward an "Open Space" Official Plan designation and a "G" zoning for the Cherry Beach area. In order to clarify the intended Official Plan and zoning designations for Cherry Beach City Council, at its meeting of April 20, 1984 requested the Commissioner of Planning and Development to report further on the matter. At the subsequent Executive Committee meeting, the Committee adopted the following 6 resolutions pertaining to Cherry Beach Park:

1. (a) That, with respect to Cherry Beach Park, City Council enter into a license agreement with the Toronto Harbour Commissioners for the purpose of a public park and a fitness trail; and that such license is intended, for the interim, to replace the lease formerly approved for Cherry Beach Park.
- (b) That the duration and commencement date for the Cherry Beach Park License Agreement be the same as that for the license agreement already approved for the North Shore of the Outer Harbour.
- (c) That the conditions of the Cherry Beach Park License Agreement be substantially in accordance with the conditions of the lease formerly approved for Cherry Beach Park.
- (d) That the terms and form of the license agreement shall be satisfactory to the Commissioner of Planning and Development, the Commissioner of Parks and Recreation, and the City Solicitor.
2. That the matter of the Official Plan and Zoning designations for Cherry Beach Park be considered at the time when the Commissioner of Planning and

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Development reports to the Land Use Committee regarding objections to the Final Recommendations for the Central Waterfront Part II Official Plan.

3. That the Toronto Harbour Commissioners be requested to proceed with the execution of the license agreements, notwithstanding the above.
4. That City Council confirm its intention to seek long term leases for Cherry Beach Park and the fitness trail on the North Shore of the Outer Harbour, once the above mentioned Official Plan and Zoning designations have been resolved.
5. That the long term use for Cherry Beach be for recreational uses; that the Toronto Harbour Commissioners be so advised; and that the appropriate City officials report further on the appropriate action required to give effect thereto.
6. That the previous authorities of Council be amended, as may be required, to give effect to the above recommendations.

Council adopted these resolutions at their meeting of May 14, 1984.

In keeping with the policy resolution of Council "that the long term use for Cherry Beach be for recreational uses", I am recommending that an "Open Space" Official Plan designation and a 'G' zoning be established on Cherry Beach Park. There are several significant reasons for designations which recognize that the Cherry Beach lands shall remain in parks use:

- Cherry Beach is a long-standing traditional beach/park area first established as Simcoe Beach Park by the City of Toronto in 1906. It has been in continuous use as a public beach for almost 80 years and is an intensively used waterfront park.
- Cherry Beach Park is currently designated industrial in the City's Official Plan. The rationale for this designation relates to the Harbour Commissioners' initiative in the late 1950's and early 1960's to create an outer harbour port district to accommodate the shipping expansion anticipated with the opening of the St. Lawrence Seaway. This initiative encompassed the creation of the Leslie Street Spit as a breakwater and the dredging of the Outer Harbour to accommodate certain classes of commercial traffic.

However, since 1974 total cargo tonnage has stabilized at roughly half the level handled in the Port of Toronto in the 1960's. Therefore the rationale for the original "Industrial" designation of Cherry Beach in the City's Official Plan bears no validity today. At present there is little existing or foreseeable demand for dockwall space by port-using industries. It is for this reason that the Harbour Commissioners have presently leased portions of dockwall parcels to non-shipping uses in recent years. Should advances in transport technology or other factors create a long-term requirement for additional dockwall, this can be accommodated on the portion of the North Shore to the east of Cherry Beach.

- . There are approximately two hundred acres of vacant industrially-designated lands in the Port Industrial District - most of it unserviced. These vacant lands provide great potential for expansion of the City's industrial base without displacing an irreplaceable natural beach.
- . An "Open Space" designation of Cherry Beach would be consistent with the proposed Official Plan statements which emphasize public access to and enjoyment of the water's edge. Such a designation is also consistent with the proposed Official Plan statement 5.A.32 which calls for the retention of important recreational amenities in the Port Industrial District.

4. The North Shore Area to the east of Cherry Beach:

The Central Waterfront: Proposals report of April 1982 recommended that the north shoreline of the Outer Harbour be designated "Open Space" and zoned "G", with the exception of the area leased to the outer Harbour Sailing Federation which was proposed to be zoned "Gm" to recognize the existing boating club uses. The Toronto Harbour Commissioners objected strongly to these designations. Although the Commissioners did not object to the interim use of the lands as recreational, they wanted it clearly understood that the ultimate use of these lands would be for port and industrial uses.

Subsequent to the Proposals Report, City staff have been actively negotiating with the Commissioners to obtain a lease or license for a relatively low-investment waterfront recreational corridor along the north shore to complete the Martin Goodman Fitness Trail. However, it was recognized by City staff that the North Shore is the only remaining potential site in the Port Area where new dockwall can be created should it ever be required. In the

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event that there ever be a requirement for dockwall on the North Shore, any lease/license would provide for an alternative corridor in the event of displacement. The City has now obtained a monthly license for the construction of this portion of the fitness trail.

In the Central Waterfront: Final Recommendations report, I therefore recommended that the Official Plan designation on the shoreline east of Cherry Beach be "General Industrial Area". In order to protect the viability of these lands for an interim recreational corridor, I recommended that the 'G'/'Gm' zoning proposal on these lands be maintained until such time that a lease/license was obtained for the Martin Goodman Fitness Trail.

Several deputants at the Land Use Committee meeting of April 18 voiced the opinion that the North Shore of the Outer Harbour should be preserved for community boating clubs, thus freeing up the entire Leslie Street Spit to be a natural preserve.

In view of these comments, staff have again considered the matter of the North Shore Official Plan and zoning designations.

Although it is true that there is no foreseeable requirement for additional dockwall space in the Port of Toronto, the North Shore remains the only potential new location for dockwall should unforeseen circumstances require it. The waters edge lands should, therefore, not undergo any real development for other purposes and their status as a reserve for possible dockwall use should be acknowledged by way of an industrial designation in the Official Plan. Until such time as they are required for Port Industrial purposes these water's edge lands could continue to be leased for recreational purposes. As a license for the construction of the North Shore section of the Martin Goodman Fitness Trail has now been obtained, the area of the North Shore of the Outer Harbour lying to the east of Cherry Beach Park will now be zoned I3 D3, rather than "G" and "Gm", respectively, provided that Gm uses will remain a permitted use in the area of the North Shore currently leased to the Outer Harbour Sailing Federation. This will prevent the Outer Harbour Sailing clubs from being in legal non-conforming status until such time as they are relocated. To achieve this, a site specific amendment to the Zoning By-law will be required.

5. Legalization of Certain Industries

As mentioned in our report of April 17, 1984, Section 4.3.3(a) had a typographical error that would have prevented the legalization of some industries that were intended to be legalized. The "e" in "Section 15.(1)(e)" should be deleted. This matter is being brought forth again in this report to ensure that all proposed

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amendments to the Final Recommendations can be found in one report.

6. McCleary Park

It has come to staff's attention that on Map E2 "Proposed Zoning - Port Industrial District", McCleary Park has been zoned "G" rather than I3 D3 as proposed on page 68 of the Final Recommendations report. This is a mapping error and the proposed designation of McCleary Park is indeed I3 D3.

East Bayfront

In the Central Waterfront: Final Recommendations report, the East Bayfront is proposed to be retained as a "General Industrial Area" to permit a wide range of industrial uses as well as appropriate ancillary commercial uses. Section 4.4.1 of the Plan recommends that the Commissioner of Planning and Development prepare a marketing and zoning study for the East Bayfront, in consultation with the Toronto Harbour Commissioners, the Province of Ontario and other interested parties. The proposed Official Plan statement pertaining to the East Bayfront is:

"5A.31

The East Bayfront is a viable industrial district which shall remain in industrial use. The City shall encourage and assist the intensification of industrial use, which will not have an adverse environmental impact on nearby residential areas, on currently under-used industrial land".

Deputations have been received by Canada Malting Ltd., Victory Soya Mills, Redpath Sugar and the Board of Trade of Metropolitan Toronto in support of the designations and actions put forward in the Plan for the East Bayfront. The Board of Trade has further indicated its willingness to participate in a marketing study for the East Bayfront.

Concerns were expressed about the proposed East Bayfront policies and designations by the St. Lawrence Neighbourhood Association, Mr. Edward Waitzer, NUKO Investments and the Toronto Harbour Commissioners.

The St. Lawrence Neighbourhood Association and Mr. Waitzer both expressed concern that the St. Lawrence Neighbourhood would experience adverse environmental effects should the intensification of industry occur in the East Bayfront.

Current point sources of pollution which affect the St. Lawrence Neighbourhood are located in the industrial areas to the east of

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the East Bayfront, per se. It is the intent of the plan that any further industrial development in the East Bayfront consist of relatively clean light industrial uses, and it is clearly set out in proposed statement 5.A.31 that the industrial uses to be contemplated "will not have an adverse environmental impact on nearby residential areas."

I would also propose that the terms of reference for the East Bayfront marketing study be reviewed with the executive of the St. Lawrence Neighbourhood Association prior to undertaking the study.

The Toronto Harbour Commissioners have indicated that they are prepared to accept the general thrust of proposed Section 5.A.31, but wished to see the proposed marketing and zoning study mentioned in the Official Plan policy statements, rather than under Section 4.4.1 - "Other Actions".

The undertaking of an immediate marketing and zoning study should not be included in an Official Plan policy statement since the completion of the study will render the Plan statement obsolete.

Statements which may become obsolete quickly are usually only included when they proclaim clear Council policy to other levels of government with over-riding planning powers.

The Toronto Harbour Commissioners have also suggested that several specific criteria for the marketing/zoning study be directly inserted into the Section 5.A.31 Official Plan statement. These criteria are well-considered and should be incorporated into the terms of reference for the study along with the suggestions of the Province, area landowners, the South-East Area Industrial Coordinating Committee, the St. Lawrence Neighbourhood Association executive and other interested parties. However, it would not be appropriate to include an incomplete draft of criteria for the terms of reference for the marketing study within the Official Plan statements themselves.

Mr. Murray Blankstein, the solicitor for Nuko Investments Ltd., also addressed the Committee. According to Mr. Blankstein, the East Bayfront cannot compete as an industrial area because of the highest realty and construction costs in the Metro Region. Mr. Blankstein stated that his client would accept the proposed industrial designations for the East Bayfront "if they go hand-in-hand with reduction in taxes so that the area can compete on an equal footing with the other industrial areas in the Metro Region". Failing the adoption of such a taxation policy, Mr. Blankstein suggests that a higher density mix of industry, office and other commercial uses be instituted to offset the costs of construction and taxation.

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There is little doubt that Mr. Blankstein is correct in asserting that the City of Toronto has the highest industrial realty taxes in the greater Metropolitan Region. However, preliminary investigations do not indicate that the East Bayfront industries pay higher business taxes than comparable operations in other industrial portions of the Central Industrial District and the Central Waterfront. Staff are currently undertaking a full study of business assessment levels in the East Bayfront which will be incorporated into the marketing and zoning study of the East Bayfront.

It is also proposed to include in the terms of reference for the East Bayfront marketing study an examination of the level of commercial enterprize required to support industry in the East Bayfront.

Higher construction costs may be experienced in the East Bayfront as in all other industrial areas of the Central Waterfront due to special foundation needs.

In summary, the land use designations and policy statements pertaining to the East Bayfront as a continued and intensified industrial area still appear to be valid. The Official Plan statement specifies that industry will be encouraged which will not have an adverse effect on adjacent residential neighbourhoods. The concerns of Mr. Blankstein regarding levels of assessment and construction costs are now being investigated and the data will be incorporated into the proposed marketing study. The level of commercial development necessary to support industry will also be a focus of the marketing study. No changes are recommended to the Official Plan statements and land use designations of the Central Waterfront: Final Recommendations which pertain to the East Bayfront.

The Central Bayfront

1. Marine Terminal 27

The Toronto Harbour Commissioners wanted any reference to Marine Terminal 27 deleted from Section 5.A.29(c) on the grounds that the Part II Official Plan process should not be prejudged. Deleting special reference to Marine Terminal 27 would have the effect of permitting office uses on the site and of allowing high intensity uses. At present, this Section permits all residential, institutional, recreational and non-office commercial uses on the Marine Terminal at moderate intensity.

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The reasons for not permitting office commercial uses were that:

- the addition of four hectares (ten acres) of office commercial land would unduly strain the transportation system in the Central Bayfront;
- the site is not currently approved by Council for office uses;
- office uses in the Central Bayfront are most appropriately located close to Union Station and the Financial District; and
- Marine Terminal 27 on the waterfront is a very attractive site for residential and associated commercial uses.

However, as the Board of Trade and Redpath Sugar have both pointed out, residential development adjacent to Redpath Sugar's operation could cause problems for Redpath Sugar or the residents.

A buffer building adjacent to Redpath Sugar for residential and other uses on the rest of Marine Terminal 27 should be several stories high to provide maximum protection. Office commercial uses may be the most reasonable way to provide the desired barrier building. Other commercial uses are usually only one or two stories high, institutional uses are not always available, and although residential barrier buildings can be constructed, this is not ideal.

Therefore, this report recommends that a limited amount of office commercial use be permitted on Marine Terminal 27 to provide a noise and visual barrier between the rest of Marine Terminal 27 and Redpath Sugar.

On the matter of density, this Department is of the opinion that density should decrease toward the waterfront and away from the Financial District. Moderate intensity development on Marine Terminal 27 provides flexibility in design to permit the provision of open space, views from sites to the north, a scheme without the barrier effect of the Harbour Square buildings, and it would be in keeping with the basic design principles applied in Harbourfront. Therefore, no change is proposed to the statement regarding the proposed density of the development.

The revised Section 5.A29(c) would then read as follows:

"In developing Part II Plans for any portion of the Central Bayfront pursuant to Section 5.A21, Council shall have regard for the following:

- (c) The development of the Central Bayfront at moderate to high intensity, except that Marine Terminal 27,

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municipally numbered 7 and 25 Queens Quay East, be developed at moderate intensity only and office commercial use shall be permitted only to the extent necessary to provide buffer buildings adjacent to industrial uses on the east."

2. The Convention Centre Site

The Toronto Harbour Commissioners who own the block bounded by Bay Street, Harbour Street, Yonge Street and Queens Quay, have asked the City to remove the provisions in the Final Recommendations report that specifically deal with this site. The reason is that the Part II Official Plan process should not be predetermined. These provisions in the Final Recommendations report are those that are currently part of the City's approved Official Plan. A maximum density of 1.52 times the area of the lot is currently permitted on the block. This Department believes that the existing approved statements should be retained until a Part II Official Plan has been prepared.

The Toronto Harbour Commissioners' concern is that it appears that 1.52 times the area of the lot is the maximum density that will be considered in a Part II Official Plan, which is not the case. In order to clear up any ambiguity in the matter, the words "Prior to the preparation of a Part II Official Plan for the area" can be inserted in front of that part of Section 5.A.30 that the Toronto Harbour Commissioners requested to be deleted.

The beginning of the Section would then read as follows:

"Prior to the preparation of a Part II Official Plan for the area, it is the policy of Council to pass by-laws in the area bounded by Bay Street, Harbour Street, Yonge Street, and Queens Quay to permit:...."

3. Transit Demand in the Central Bayfront

Alderman Layton requested that this Department report "in more detail on the transit demand that will be generated by the proposed densities in the Central Waterfront", and this suggestion was adopted by the Land Use Committee.

The City's response to Metro's Central Waterfront Transportation Study (CWTS) was based on the present Council approved zoning in the Central Waterfront. Additional office density in the Central Waterfront, over what is currently permitted by Council approved zoning, is only being recommended in the Central Bayfront. The CWTS response assumed a density of three times the area of the lot in the Central Bayfront. The proposed Central Bayfront office densities are approximately 4.5 times coverage. Thus, the Central

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Bayfront densities represent approximately 100 000 square metres of additional office space over what was assumed at the time of CWTS response. In terms of regional transportation requirements, the transportation demand can be accommodated without the need for further major improvements.

The resulting number of additional peak hour trips is as follows:

1300 TTC person trips
300 GO train persons trips
250 vehicular trips

These volumes will be able to be handled by the proposals to improve regional transportation that are now under study.

Local transit services such as Bay Trolley, Spadina bus and the proposed Queens Quay LRT will provide a link into the regional system at Union Station. The loadings on these local feeder services will be particularly heavy unless direct protected pedestrian routes can be provided from these developments in the Central Bayfront to Union Station. The walking distances are not large, but the roads and ramps and the present miserable pedestrian environment deter pedestrians from walking. Significant improvements to pedestrian movement in the Central Bayfront are an integral part of current planning efforts in the larger Waterfront area, including the Railway Lands. It should be noted that no increase in densities will be permitted in the Central Bayfront without a Part II Official Plan. Several statements in the proposed plan for the Central Waterfront deal with both the need to remove or realign roads and provide good pedestrian routes from the Central Bayfront to Union Station and the Financial District. (See Sections 5A.2(b); 5A.9(b), (c) and (d); 5A.10(a) and (b); 5A.21(d); 5A.27; and 5A.29(a) and (b)). There is, therefore, no need for additional statements in the proposed plan regarding these matters.

Mr. Pelly of the Harbour Square Residents' Association was concerned about specific aspects of pedestrian access, as well as the general issue. The City is examining the extension of mid-block pedestrian routes, including the Blue Route, between Union Station and the Waterfront, and is committed to seeing the temporary covered walkway along Bay Street.

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The Stadium Road Properties

1. Policies for the Toronto Harbour Commissioner's site on Stadium Road

Concern was expressed by the Board of Trade and some others that the proposed plan designation and zoning of the Toronto Harbour Commissioner's land would make it difficult for the yacht clubs to stay in the Stadium Road area. The existing zoning and Official Plan designations allow a full range of commercial and industrial uses on the sites to a density of 7 times the lot. Clearly the future of the yacht clubs cannot be guaranteed in the current situation, particularly given that several of the yacht club leases with the Toronto Harbour Commissioners are about to, or have, expired.

The Toronto Harbour Commissioners (THC) objected to the Open Space designation and Gm (parks and marina) zoning suggested in the Proposals report. In their view, other uses could be located with the yacht clubs that would provide some revenue for the THC and in effect subsidize the yacht clubs. The yacht clubs could not be expected to pay market rents for the land. The THC has been negotiating with both the National Yacht Club and the Alexandra Yacht Club to come up with a development concept that would retain them. The statements in the Final Recommendations provide the guidelines within which any scheme for the area should be developed. It appears that the THC and the yacht clubs have reached an agreement on a scheme for which Council's approval will now be required. However, even if this particular scheme is not approved by Council, the clubs would still be protected by the new statements recommended in Section 5A.26(b)(i) and (ii) (see Appendix A) that state that "every reasonable" effort must be made to accommodate the yacht clubs, and further that the area must continue to be the land base for boating at the Mooring Basin.

The Toronto Harbour Commissioners in their submission were also concerned that in Section 5A.23 the word "residential" should be substituted for the word "industrial". This pointed up a general problem of how the policies for the Dylex site and for the Toronto Harbour Commissioners Stadium Road sites had been combined. The statements have been separated to ensure that the proper policies now apply to each site.

These policies which would replace statements 5A.22 to 5A.26 in the Central Waterfront: Final Recommendations retain the same intent as discussed in the Final Recommendations report, but as rewritten prevent technical problems of application. The one policy change is discussed below.

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The Toronto Harbour Commissioners want the word "may" in what is now Section 5A.26(a) changed to "shall" as long as the conditions in subsection (b) have been met.

This approach, that would require the City to rezone to higher densities if the criteria in the Official Plan are met, would potentially allow the applicant a rezoning without the preparation of a specific building scheme. However, if the Official Plan requirements are met in a legally binding manner through the use of agreements, leases and/or easements, and if design issues are dealt with both in the Zoning By-law provisions and in design guidelines to be applied through site plan control, then the lack of a specific building scheme does not appear to be a problem for the City.

The zoning which will otherwise be as-of-right on the site will only permit a density of 0.25 times the area of the lot which is considerably below the density that is permitted anywhere else in the City, and a fraction of the density the Toronto Harbour Commissioners are permitted by their current zoning. Quite reasonably, the Harbour Commissioners believe that if they meet the criteria set forth by the City in the Official Plan, the City should have to grant them the density of three times the area of the lot, which is a density comparable to densities in the adjoining area of Harbourfront.

Therefore, this report recommends changing the relevant "may" to "shall" and making the accompanying minor changes to what was Section 5A.26 and what is amended in this report to 5A.25.

The policies, as rewritten, with the one policy change discussed above, are found in Appendix A.

1. (a) Addendum

The Toronto Harbour Commissioners submitted an application dated May 25, 1984, to the Commissioner of Planning and Development to rezone their Stadium Road properties from C3 V3 to an appropriate zoning allowing them three times coverage for commercial and residential uses, and to zone a portion of the water area of the Marine Basin "Gm" to permit the yacht clubs on newly created lakefill. The proposal would create 1.5 hectares (3.8 acres) of lakefill along the existing breakwater at the south of the existing Toronto Harbour Commissioners' lands for the yacht clubs. The present site of 1.8 hectares (4.5 acres) would then be a development parcel for the Toronto Harbour Commissioners, with a Water's Edge Promenade along the west and southern edge of the site and along the breakwall. Most of this proposed pedestrian system is not currently accessible to the public. (See Map 4.)

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The National Yacht Club and Alexandra Yacht Club have approved the basic scheme shown in Map 4 as the basis for a lease agreement with the Toronto Harbour Commissioners. Other provisions are that the Toronto Harbour Commissioners will create the land while the yacht clubs would be responsible for constructing all facilities on the new lakefill sites. Lease rates would be set according to the Metro formula used for other yacht clubs.

The concept, as submitted to this Department, could potentially meet all the criteria in the proposed Official Plan statements for a rezoning as requested by the Toronto Harbour Commissioners.

The Toronto Harbour Commissioners would like to see their request for a rezoning to three times coverage incorporated into the Central Waterfront zoning, assuming that all the requirements of the proposed Official Plan statements are met to the satisfaction of Council.

Should this Department prepare reports on this rezoning application for Council's consideration before the draft by-laws for the Central Waterfront have returned to Land Use Committee, if required, recommendations will be made for appropriate changes to the draft by-laws.

2. Dylex Site

The main concern outlined in the submission from Dylex is with respect to the proposed maximum density of 3.75 times the area of the lot for their site at the corner of Stadium Road and Lake Shore Boulevard West. It is argued that this density does not recognize the locational advantages of the site nor the opportunity to provide an "anchor" to the western end of Harbourfront. Conceptual drawings are included with the submission in an effort to demonstrate that an exciting and attractive development incorporating the existing architecturally significant building could be built at a density of 5.5 times coverage and, at the same time, be compatible with the proposed Bathurst Quay development on the east side of Stadium Road.

The earlier massing studies conducted by my staff for this property do not support the contention that a density of 5.5 times can be accommodated reasonably on the site. The Dylex drawings confirm our previous conclusion that a density of 3.75 times is the maximum which can be constructed in a manner that is at all sympathetic to the family-oriented neighbourhood soon to be developed directly across the street. They show a massive building complex, including a tower of some 25 storeys, which, in our view, would overwhelm the 3-storey stacked townhousing to be built immediately to the east, on Parcel 2a of Harbourfront's Bathurst Quay Sub-Area Plan. A scheme of such substantial height

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and bulk would have a similar affect on the low-profile residential buildings which are to front on the more southerly portion of Stadium Road (Parcels 3 and 4). Development Review applications for Parcel 2a - Harbourside Co-op - and Parcel 4 - Windward Co-op - are now being processed.

Similarly, the Dylex scheme would be out of scale with the development contemplated for the lands owned by the Toronto Harbour Commissioners immediately to the south. The recommended density here is 3 times coverage and the proposed height limit of 25 metres would permit buildings of only about 8 to 9 storeys.

Finally, I would note that the recommended maximum density of 3.75 times the area of the lot would give Dylex approximately 286,000 square feet (26 570 square metres) of commercial and/or residential gross floor area over and above the gross floor area of the existing building. Thus, at full development, the density on the site could be more than doubled.

A related concern expressed by Dylex has to do with the proposed zoning strategy which would permit industrial and commercial uses as-of-right, and residential uses alone or in combination with commercial or institutional uses, through a rezoning. Dylex would prefer a zoning designation which permits residential, commercial and industrial uses.

An industrial-commercial zoning designation is proposed in recognition of the uses now present in the building as well as the City's policy of encouraging the retention of industrial jobs. Also, it is contrary to good planning to permit, as-of-right, the development of housing within the same building as industrial activities. Accordingly, it is not recommended that the zoning strategy be revised as requested.

Other Issues

1. Changes to the Primary Goals

The Association of Women Electors wanted to see three minor changes made to the primary goal, Section 5A.2. These changes are not intended to substantially change the meaning of the statement, but to refine it. The particular changes requested are found in Appendix B.

"The Committee of Concern to save the Port of Toronto" wanted to see changes to 5A.2 and 5A.3 to emphasize the role of shipping throughout the Central Waterfront, rather than specifically in the Port Industrial District. This does not appear appropriate as the Port Industrial District is where port facilities are, and will be, concentrated.

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The statements, as they are written, have now achieved a wide measure of support - in fact, these briefs were the only ones which requested amendments to these Sections. Given the former controversy over Section 5A.2 and 5A.3, and the present general acceptance of the statements, this Department is not recommending any change to Section 5A.2, or 5A.3.

In addition, "The Committee of Concern to save the Port of Toronto" wanted a statement that the City will explore and support ways to increase the role of the Port of Toronto. Section 5A.32 in part states:

"It is the policy of Council that the Port Industrial District be strengthened as an industrial area containing:

- (a) the Toronto region's major port facilities and dockwall sites;"

This appears to cover the concern expressed by the Committee.

2. Bicycle and Pedestrian Paths

The Toronto Harbour Commissioners have requested that Section 5A.7(a) be amended so that bicycle and pedestrian routes "along the mainland shoreline" are subject to the same exceptions for industrial uses as are given in establishing a Water's Edge Promenade.

The purpose of Section 5A.7(a) is to establish continuous paths, one of which was to be along the waterfront from east to west at, or near, the Lake or Toronto Bay. However, the emphasis is on a long distance path and not specifically a water's edge path. Since the Water's Edge Promenade provisions in Section 5A.5(b) do allow for gaps in the water's edge system for certain industrial and shipping uses, there needs to be a more general statement regarding the provision of a continuous path along the waterfront. However, in order to clarify that the policies should be read together, the words "subject to Section 5A.5(b)" should be inserted after the words "mainland shoreline".

The revised Section 5A.7(a) would then read as follows:

"It is the policy of Council that:

- (a) continuous pedestrian and bicycle routes be established and maintained in and adjacent to the Central Waterfront, and, more particularly, along the mainland shoreline, (subject to Section

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5A.5(b)), the Don Valley, the Outer Harbour Headland
and the Toronto Islands District; and"

3. Public Access

The Ontario Sailing Associations' concern about public uses at grade, next to the Water's Edge Promenade, is discussed on page 23 of the Final Recommendations report. The issue of public access to the water's edge, adjacent to new boating facilities, is discussed on pages 21 and 22 of the Final Recommendations. No changes are recommended.

4. Lakefill Policies:

There was opposition from the Toronto Field Naturalists and Mr. Pat Sheppard to the revised Lakefill policies. They felt that the new policy was much weaker in protecting the environment.

This is at least partly due to a misunderstanding, which can be easily corrected by adding some wording that was included in the original Lakefill policies. The Planning and Development Department was concerned that the main agency that has been lake filling on the Toronto waterfront is the Toronto Harbour Commissioners which has not been formally obliged either under Federal or Provincial law to prepare an environmental assessment for its lakefill projects. It was therefore decided that in such cases where a formal environmental assessment is not required by other levels of government, the City should require a suitable assessment of the environmental impact of the project.

At the same time as adding the necessary words to accomplish this, it was decided to remove words which were thought to be redundant. If a formal assessment was required it appeared irrelevant under what instrument it was required since the City is not the agency that would make the decision. Therefore the words: 'where required by law or by directive, decision or order by the Government of Canada or a Minister thereof' were deleted.

The wording on environmental assessment changed from:

- (a) has been the subject of a formal environmental assessment, where required by law or required by directive, decision, or order by the Government of Canada or by a Minister thereof;

to:

- (d) the lakefilling has been the subject of a formal environmental assessment, or, where this is not required, an appropriate written analysis of the environmental impact shows that the

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environmental effects are acceptable and will be minimized as far as possible.

In order to remove any confusion over the intent of the revised section, it is recommended that the deleted words be re-inserted into the revised statement. The recommended version would then read as follows:

- (d) the lakefilling has been the subject of a formal environmental assessment where required by law or by directive, decision or order by the Government of Canada, the Government of Ontario, or a Minister thereof and if this is not applicable an appropriate written analysis of the environmental impact shows that the environmental effects are acceptable and will be minimized as far as possible.

However, a second issue is the change in the preamble which allows lakefilling in other than 'exceptional cases' which were the only cases permitted in the original version. This change is discussed in the Final Recommendations Report, pages 24 and 25. The main reason for the change is that there are plans in preparation that would require lakefilling that might not be 'exceptional', and yet may be desirable for the City.

5. Management of Environmental Resource Areas.

Steve Varga requested the City to enter into management agreements for Environmental Resource Areas as soon as possible. He was concerned about possible plans for some of these areas.

The City cannot reasonably enter into a management agreement with the landowner of an Environmental Resource Area until the City has endorsed the policy of protecting such areas. However, work can begin on this issue once Council has approved the relevant policies in this plan.

Uses Permitted in a Gm zone

The Gm zone is for parks and boating uses. Although as is usual in any zoning designation that "any use which is accessory to any of the foregoing uses is permitted", this has a defined meaning as follows:

"accessory" when used to describe a use, building or structure, means a use, or a building or structure, "not exceeding 4 metres in height" that is naturally and normally incidental, subordinate and exclusively devoted to a principal use, building or structure and located on the same lot therewith.

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The Toronto Harbour Commissioners were also concerned that a Gm zone would prevent the establishment of such uses as boat repair, boat storage and boat rentals in I3 and I4 zones where they are now permitted. It is this Department's understanding that they would continue to be permitted, however, a letter has been written to the Department of Buildings and Inspects for a formal response. It was certainly not the intention of this Department that the introduction of Gm zoning would prevent such uses from establishing in areas where they are currently permitted by the zoning by-law.

Flood Hazard Lands

The Metropolitan Toronto and Region Conservation Authority recommended that the appropriate flood hazard policies for the Lower Don Damage Centre be incorporated into the Central Waterfront Plan.

The proposed environmental policies for the Central Waterfront do not, at present, include recognition of the Lower Don Flood Damage Centre as a Special Policy Area pursuant to the 1978 Cabinet approved Provincial policy on flood plain management.

Part I Official Plan statements on the Environment are now being prepared by City staff and will shortly be forwarded to the Provincial ministries and the Conservation Authority for discussion. The Lower Don will be then proposed for designation as a Special Policy Area. Under normal circumstances, the designation of a Special Policy Area would require a detailed written submission to the Province indicating the socio-economic justification for the requested designation. However, the Province recognizes that the Watershed Plan of the MTRCA provides sufficient explanation and justification in this instance.

The Province appears to find this approach acceptable and it is therefore proposed that this Department continue to prepare the statements regarding flood hazard lands outside the context of the Central Waterfront Plan.

Recommendations:

1. That the Official Plan statements and zoning outlined in my report entitled Central Waterfront: Final Recommendations be amended as follows:
 - (a) That in Section 5A.16(b) the words "and require a City location" be deleted.
 - (b) That Section 5A.34(a) be amended to read as follows:

"Council will encourage and, where it is within its available powers, undertake the development of lands in the Port Industrial District which are designated open space for recreation and open space purposes."

- (c) That Section 5A.29(c) be amended to read as follows:

"(c) The development of the Central Bayfront at moderate to high intensity, except that Marine Terminal 27, municipally numbered 7 and 25 Queens Quay East, be developed at moderate intensity only and office commercial uses shall be permitted only to the extent necessary to provide buffer buildings adjacent to industrial uses on the east."

- (d) That Section 5A.30 be amended by adding the words " Prior to the preparation of a Part II Official Plan for the area," at the begining of the paragraph which starts "It is the policy of Council to pass by-laws in the area bounded by Bay Street, Harbour Street, Yonge Street and Queens Quay to permit..."

- (e) That Sections 5A.22 to 5A.26 regarding the Stadium Road Properties, be deleted and replaced with the statements in Appendix A, attached to and forming part of this report.

- (f) That Section 5A.7(a) be amended by adding the words "(subject to Section 5A.5(b))", after the words "mainland shoreline".

- (g) That Section 4.3.3(a) be amended to delete the (e) in "Section 15(1)(e)." The Section would then read as follows:

"Zoning By-law 20623, as amended, is to be amended to permit in I3 districts in the Port Industrial District, the use of land and buildings, and additions to land and buillings, for purposes listed in Section 12(g) and Section 15(1) of By-law 20623 provided the land, building or structure was used for such a purpose on _____ (the date of passage of this By-law enactment."

- (h) That the Lakefill Policies in Section 4.2.3 be amended so that subsection (a) reads as follows:

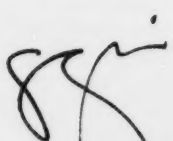
"(a) the lakefilling has been the subject of a formal environmental assessment where required by law or by directive, decision or order by

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the Government of Canada, the Government of Ontario, or a Minister thereof, and if this is not applicable an appropriate written analysis of the environmental impact shows that the environmental effects are acceptable and will be minimized as far as possible."

- (1) That a site specific amendment to the Zoning By-law be prepared to permit Gm uses in that part of the I2 D3 zone in the Port Industrial District currently leased to community boating clubs.
2. (a) That Map E2 be amended to remove the Gm zoning along the North Shore and replace it with I3 D3 zoning. (See Map 5.)
(b) That Map E2 be amended to show McCleary Park as I3 D3 not G. (See Map 5.)
(c) That Map 1, Proposed Amendment to Map 1, Generalized City Plan: Land Use Official Plan, Part I, be amended to show Snake Island as an Environmental Resource Area. (See Map 6.)
3. That the recommendations in Section 4(pp.82 - 128) of the Central Waterfront: Final Recommendations report, dated March 20, 1984, as amended by this report, be adopted.



Stephen G. McLaughlin
Commissioner

MN/jd/te

Attachments

Appendix A

Stadium Road Proposed Official Plan Policies

- 5A.22 The Harbourfront and Adjacent Area(s) District is largely in public ownership and is suitable for development from predominantly industrial and vacant land to a mix of residential, commercial, recreational and cultural uses in accordance with the Harbourfront Part II Plan, the Terminal Warehouse Part II Plan and sub-sections 5A.23, 5A.24, and 5A.25 below.
- 5A.23 In that part of the Harbourfront and Adjacent Areas District west of Stadium Road, it is Council's policy to encourage the continued operation of recreational boating facilities and the preservation of buildings of historic or architectural interest, while permitting the introduction of residential and further commercial uses which complement the residential and mixed use development on the remainder of Bathurst Quay. In particular, new development on the Stadium Road frontage should be compatible in scale and character with the residential development across the street.
- 5A.24 On lands known municipally as 637 Lake Shore Boulevard West, with due regard to the concerns listed in Section 5A.23 above, Council may pass by-laws to permit:
- (i) buildings containing commercial and institutional uses, alone or in combination;
 - (ii) industrial buildings or uses which are environmentally compatible with adjacent and neighbouring residential uses, alone or in combination with commercial and/or institutional uses; and
 - (iii) on the application therefore by the owner of the lot, buildings containing residential uses, alone or in combination with commercial and/or institutional uses;
- up to an aggregate gross floor area of 3.0 times the area of the lot.
- 5A.25 Notwithstanding the provisions of Section 5A.24, in order to encourage the preservation of the building known municipally, on January 1st, 1983, as No. 637 Lake Shore Boulevard West, such building having been designated by Council as having historic or architectural value or

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interest under the Ontario Heritage Act, Council may, on the application therefore by the owner of the lot which contains the said designated building, pass By-laws to permit the exclusion of the gross floor area of the designated building, or portion thereof, which is retained in the new development, from the calculation of the maximum permissible density of the new development on the lot, provided that:

- (i) where only a portion of the designated building is retained, such portion contains features of historic or architectural value or interest; and
- (ii) the relationship between the said designated building, or portion thereof, and the new development on the lot will be, in the opinion of Council, such that the quality and character of the designated building will be respected; and
- (iii) the gross floor area excluded does not exceed twenty five percent of the maximum gross floor area permitted on the lot by Section 5A.24; and
- (iv) the retention, maintenance, and use of the said designated building, or portion thereof, are secured by the City by an appropriate legal agreement.

For the avoidance of doubt, a by-law passed under this Section may permit the gross floor area to be used for any purpose set out in Section 5A.29(a).

5A.26

On 2, 6, 10, 24, 40, and 50 Stadium Road, with due regard to the concerns listed in Section 5A.23 above,

- (a) Council may pass by-laws to permit buildings containing recreational, and commercial uses to a maximum density of 0.25 times the area of the lot.
- (b) Council shall pass by-laws to permit, on the application therefor by the owner of the lot, and subject to subsection (c), buildings containing commercial, residential and recreational uses, alone or in combination, compatible with adjacent and neighbouring uses, up to an aggregate gross floor area of 3.0 times the area of the lot, except that if a significant proportion of the lot is developed to a much lower density, the overall density on the lot may be reduced so that buildings on the remainder of the lot will generally be less than 25 metres in height, and in keeping with the scale and

character of the residential development on the rest of Bathurst Quay.

- (b) Prior to passing by-laws referred to in Subsection (b) above, the applicant shall satisfy Council that:
 - (i) the lands will accommodate the land based uses necessary for recreational boating in the entire adjacent Mooring Basin, including parking, club or marina space, and ancillary storage, for which other appropriate locations have not been provided;
 - (ii) every reasonable effort has been made to accommodate the National Yacht Club and the Alexandra Yacht Club; and
 - (iii) wherever possible, water views from public streets and pedestrian access to the water's edge and a water's edge promenade has been secured.
 - (iv) that new land created by lakefill serves the boating community and/or the public interest, and does not adversely affect the functioning of the boat mooring basin.

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Appendix B

1. Letter from Mr. Brian Paterson, Aquatic Park Sailing Club (APSC) dated April 16, 1984.

"While the numbers and users of the Aquatic Park Sailing Club and its facilities are concerned with the entire waterfront, its development and environment, these comments will be specific to those aspects of the document directly affecting sailing and most specifically, the Outer Harbour Headland and the present site of the Aquatic Park Sailing Club.

The Aquatic Park Sailing Club is pleased that the Plan recognizes the Environmental Resource Area of the Outer Harbour Headland and the need to preserve the serene qualities of the area or, as described, the "away from it all" feeling. The Plan's recognition of the need for more intensive recreational use and, specifically boating, is also gratifying to our members as from time to time we have the unwanted feeling. We firmly believe that sailing, environment and a serene atmosphere are congruent and the use is consonant with the desires of the club members and guests. By definition, sailing is at one with nature and environmentally harmonious.

The defining of the G(m) permitting as-of-right boating is welcomed, we believe, by the boating community at large. The need for more berthing space is growing rapidly as is the need for ancillary services and facilities namely pump/out, winter storage and repair facilities.

City Council's state primary goal for the Central Waterfront is commendable but the implementation of the elements of 4.A.2:c, d and e could be contradictory to each other in terms of public access water's edge land and boating club facilities. Security and liability have to be a major concern of any person or group possessing property or managing a land site. At some point, it is necessary to limit the general public from access to boats, club property, etc. This could take the form of a near the water compound (dinghy storage), prohibited dock access, etc. It would be worthwhile for the City to re-examine the access more carefully and to consider the concerns of the sailing community. The present options preferred might not apply and the implementations could be costly and unwieldy to the large boating public and unaesthetic to us all. Dialogue is required between the boating community and the Planning Department.

As regards lake filling we are pleased that the opportunities for small craft are being protected and would encourage the continued "creative use of fill material etc." by the Toronto Harbour

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Commissioners. They have served the general public well to date and will continue to do so.

We note that the boating community should be encouraged by the recognition of the congestion within the Eastern Gap and Toronto Bay regions. It is to be hoped that this recognition will be translated into further small craft facilities on the Outer Harbour Headland and possibly the North Shore, Outer Harbour.

3.6 The Outer Harbour Headland

Members of the Aquatic Park Sailing Club are encouraged by the changes in the final recommendations most notably as has been stated before, the inclusion of the G(m) zoning category.

The Aquatic Park Sailing Club has been an interim user group in an unorganized form and then laterally an organized form since 1977. We have grown from one boat to the present status of one hundred boats and five hundred members. We firmly believe that the members of the club have acted responsibly and been a credit to sailing and the community as a whole. We believe our presence had complimented the environment on the headland and enhanced the experience for all users.

When the interim use was established by the Toronto Harbour Commissioners it was believed that their goal was to help determine, through evolution, the end use of the site. We believe that the Aquatic Park Sailing Club has provided an alternative "sailing experience" on the lake providing low cost sailing in a reasonably unstructured club atmosphere. It is a community based, self-help club. We add, economically, to the community as each member spends, on average, \$1,000 a year locally to the service and supply industries. This does not include any improvements or new purchases.

In the plan two, separate sub areas are proposed for the headland one for more passive recreation and one for a more active form. The solid black line in the original plan has been replaced by a zigzag line on Map A which shows part of APSC in the ERA zone and part in the G(m) zone. Map F2 puts the Aquatic Park sailing facilities clearly in the ERA/G zone. These two maps have conflicting positioning of the line differentiating between the G/ERA zone and the G(m) zone.

The members of the Aquatic Park Sailing Club wish to have an exit to the Outer Harbour. We wish to continue our presence where we are and to offer a full range of sailing activities including dry sailing, dinghy sailing, board sailing, educational experiences and community training. At present we are at maximum allowed capacity, as earlier stated, of one hundred boats. We have

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received an appreciable number of visitors and visiting yachts. Due to the lack of docks the latter are not able to disembark unless the craft happens to be large enough to have its own tender. There is a demonstrated lack of winter storage facilities in the Toronto harbour area and a lack of boating facilities. We wish to continue to expand the concept of low cost sailing through a community based club and we are requesting that consideration and dialogue be continued to provide our members with: 1) ease of access on a year round basis; 2) security of person and property; 3) tenure of site with the ability to develop suitable facilities to allow visitors, to provide proper sanitation facilities; 4) low cost sailing and winter storage; and 5) expanded sailing capabilities.

To meeting this requirement we are recommending that Map F2A be considered to replace Map F2. This would clarify access to the existing facility.

General

Sections 1, 2 and 3 have included a great deal of interperative information. It is recommended that this interperative material be embodied in Section 4. This interperative material would relate to the intent of articles such as public access to clubs etc. A problem could be created should this information be separated or lost over the years and subsequently interperatations be subject to the vicissitudes that can be experienced much later.

We would like to thank the planning committee for giving us the opportunity to bring our concerns forward. We thank you for having listened to us in the past and we hope that the dialogue will continue."

2. Letter from Merlin Andrew, President, Action Volunteers for Animals (AVA), dated April 18, 1984.

"I was a deputant on behalf of members of the above organization.

Though I had left my submission (typed) at home, I am enclosing it now for perusal by members of the Committee.

Sorry for the delay. You have had so many submissions on the subject of the Leslie Street Spit that it is almost impertinent to add to them. But since public discussion is still being encouraged - for which we thank you - I would like to make a few brief comments on behalf of the nearly eight hundred members of the organization of which I am President - ACTION VOLUNTEERS for

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ANIMALS (AVA for short, such an apt acronym for the subject under discussion?)

Several letters in the Final Recommendations report, including those from Ms. Kuka, Department of Botany, UofT, from Mr. Gordon Bellerby and from Professor Levere, reflect most eloquently our concerns. It is superfluous really to state again that what we have right in the heart of Canada's largest city is a slice of true wilderness. I do not know of any other city on the North American continent that can truly make such a sweeping claim. Were we to lack recreational areas, parkettes replete with pretty flower beds and droves of attendant gardeners, and larger areas boasting bandstands and fast food outlets, we might truly wonder if we could afford to welcome the wild into our urban lives.

But our city is blessed with many parks, nature trails, amusement areas for the kids and quiet treed spaces for Seniors. What our children and our adults see in these areas are carefully tended trees and shrubs and flowers, and animals that are nearly as domesticated as their viewers, the gregarious squirrels and pigeons waiting for handouts from the office girls' lunch bags.

But a family trip to The Spit is a vastly different experience, combining an "away from it all" feeling coupled with the knowledge that the eye and the spirit alike are witnessing something one would otherwise have to travel many miles to duplicate.

Members of my organization, though from varying lifestyles and often with diverse opinions, are unanimous in urging that this truly exceptional area be left as it is. Costing little compared to the vast expenditures implicit in the development of theme parks and other managed areas, The Spit offers a picture of Nature as she truly is - independent unmanaged and vital. It isn't often we can do something that is both right and saving money!

The quality of our lives today is not often enriched, for the most part, by a wilderness experience. Business and family commitments, lack of time or money preclude us from taking that expedition to the Far North. And in any case, urban sprawl, the efforts of those out to make a fast buck, the short-sighted self-interest of entrepreneurs and those who seek a living from "managing" wildlife, has taken toll of our national heritage.

It would be to our City's disadvantage and to our lasting shame if we allowed The Spit to disappear under the weight of yet another theme park or Coney Island lookalike, complete with massive parking lots, amusement carousels and the noise and littering concomitant with vehicular traffic. I note here a letter in the Report, in which the writer states "Compromise is the Canadian way of life." Speaking as I am on behalf of hundreds of members who

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are unable to attend a daytime meeting, I urge that The Spit be left alone and that we do not vitiate our concern for Nature by a spirit of niggardly compromise.

By allowing The Spit to continue, by leaving it alone -- in fact by doing nothing -- we can prove to envious sister cities and to our neighbors to the South, that Toronto still has the intelligence, the perception and the concern to opt for Nature instead of racing for the fast, easy, but eventually destructive buck.

Torontonians are, and rightly so, proud of The Spit, and it is our privilege and our right to fight for its safety and its continued existence.

Thank you for the courtesy of listening to this submission."

3. Presentation by Barry Kent MacKay, Animal Protection Institute.

"Although I speak of behalf of the Animal Protection Institute, I am also a director of the Federation of Ontario Naturalists, a director of the Toronto Humane Society, an executive member of the Toronto Ornithological Club, a life member of the Wilson Ornithological Society, a past vice president of the Pickering Naturalists, an honorary life member of the Second Marsh Defence Association and a nature columnist for the Toronto Sunday Star.

Guess which side I'm on.

On October 11 my colleagues from the Toronto Humane Society and I attended a meeting of the Goose and Gull committee, chaired by Dr. Hans Blokpoel of the Canadian Wildlife Service. This morning I attended a similar meeting. On Monday, April 9, I attended a press conference at the Leslie Street Spit, presented by the Metro Toronto and Region Conservation Authority to demonstrate gull nesting control techniques on the newly formed dykes area on the lakeward side of the spit. That evening I attended the MTRCA's presentation at the Kortright Centre, in Kleinburg. My active involvement with ring-billed gulls in and out of nesting colonies, as a bird bander, a naturalist and through involvement with the rehabilitation of sick, injured and orphaned wildlife extends back to my childhood. If the gull were the health hazard some people thing it is, I would now be quite dead.

In the interest of brevity I wish to confine myself to a discussion of only one species of bird, the ring-billed gull. I should like to begin on a positive note by congratulating the

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MTRCA on its thoughtful, sensitive, biologically sound, and, as I predict, successful approach to preventing ring-billed (and herring) gulls from nesting on the raw substrate of the newly formed dyke areas on the Leslie Street Spit. I am in 90% agreement with the operation.

The 10% reservation concerns the use of live raptors, which, with all respect to Ulrich Waterman, the falconer contracted to the job, I consider to be superfluous to the need, albeit a good means to achieve publicity. I believe Ulrich and his employee are more than able to prevent gulls from nesting through implementation of other means. Although I agree the use of tethered raptors will render their task all the easier, the mere act of walking among them will keep the gulls from nesting.

What concerns me is the misrepresentation, that the myth, that has gone so long unchallenged that it appears to be achieving the status of fact. I have been aware for some time that gulls don't cause the pollution that closed beaches last summer, even though it has been reported, (see, for example Toronto Star, April 13, 1984, "Our unwanted gulls could soon dine on West's grasshoppers") that, "bird droppings caused some of the polluting that closed Metro's beaches last year".

Dr. Peter M. Fetterolf of the University of Toronto looked at this problem. His report to the Conservation Authority published last February, and now, to the best of my knowledge, in the public domain, stated "Water pollution (total fecal coliform bacteria counts) at sites near Aquatic Park was not related to the number of gulls nesting at the breeding colony over the past 11 years. In 1983, the last bathing beaches closed to swimmers because of high fecal counts were those closest to the large breeding colonies on Aquatic Park. This also suggests that these gulls did not contribute significantly to the water quality problem along the Toronto waterfront. When compared to the amount of feces produced by populations of other birds and mammals in Toronto, defecation by gulls probably has a minimal impact on water quality."

I happen to believe that if water quality is an issue worthy of concern, and surely it is, it is also an issue worthy of accurate evaluation. Gulls are being killed by scientists to study gut contents and to look for disease organisms in order to address manufactured concerns, while the real problems continue.

Resources are being wasted by these games while we apparently are all expected to politely ignore the contributory effect of improperly treated sewage because the producers of such sewage vote and gulls, geese, raccoons, dogs, etc., do not. I shudder to think at how much more time, money and effort will be wasted if

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Mr. O'Donohue learns that they are, right now, millions of little fish in Lake Ontario and each and every one of them defecates. Will we have to import acid rain to manage our fish population, or hire Ulrich Waterman to train kingfishers and cormorants to patrol the breakwater to disrupt breeding colonies of minnows? Or will we stop such wasteful nonsense and address the real problem and develop real solutions?

In his 1983 report, Gull Problems in Ontario, Canadian Wildlife Service gull biologist Hans Blokpoel tells us ring-billed gulls eat fish, insects and garbage, including that found near fast food outlets. In fact, ring-bills are not aggressive predators or piscivores. They don't actively catch healthy fish after the fashion of terns, for example. They will take invertebrates, particularly worms and insects from behind farmers plows, but in an urban context they are primarily scavengers. Like most people, they eat carrion, although they don't buy it plastic wrapped from the Dominion store meat counter.

They do remove dead and dying fish, split french fries, and hamburgers and other garbage from our environment.

If you hold a gull you'll discover that it is warm and it moves. If you went to school you will know that matter converts into heat and energy. The heat and energy that we observe was derived from what the gull ate. That which is not converted into heat or energy is defecated as matter, the volume of which has been reduced by the amount that was converted to heat and energy in a form that even Mr. O'Donohue couldn't find offensive.

Gulls are a manifestation of their food supply. Like every creature alive, their numbers depend wholly upon the accessibility of their food. They are a symptom of that food, if you will, and that food is, in large part, garbage. The stool a gull produces is a reduced volume of the food consumed returned to the environment in a relatively inert and sterile form. I wouldn't advise you to eat a gull dropping but then I wouldn't advise you to eat garbage, either. That statement doesn't have to be construed as a comment upon the food served at McDonalds.

Dr. Fetterolf's report also stated, "Opinion surveys at public areas which were studied indicated that most users (about 75%) felt the gulls should be left alone. Seventy-eight percent of those queried stated that gulls had improved or had no effect on their visit... Local parks officers in each city of Metropolitan Toronto and most other public agencies received few complaints about gulls from the general public... At present, problems with gulls are highly localized and result in minimal expense to the agencies responsible for these areas.

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And still the myth continues. I keep hearing tales of gulls snatching sandwiches from the fingers of unsuspecting picnickers. I've tried, and tried, to feed a ring-billed gull from my fingers. I've done everything I can to induce this behavior, from ring-billed gulls. In fact, they will not do it. It's another imaginative myth invented to distract us from real problems.

Please understand that I am well aware that there are people afraid of or bothered by gulls and their concerns are genuine to them and worthy of compassion. There are also people afraid of the dark and afraid of heights but that does not mean we should repeal sunsets or chop down the CN Tower.

I suppose it's lots of fun to waste time with moronic ideas about marketing gull eggs or shipping birds to the west, and if any politician wants to don a chef's cap, take knife and fork in hand, enter the goose pen at the Toronto Island school and look stupid for the benefit of newsphotographers he should be allowed, perhaps even encouraged, to do so, but I'm concerned that the real issues, including the genuine nuisance problems posed by gulls, be dealt with.

I urge the committee to listen to Dr. Fetterolf as regards ring-billed gulls. There is good advice bought and paid for -- use it, stop wasting resources on non-existent problems and address in an objective and purposeful way the very real problem of water degradation off Toronto's beaches. It's time to stop building a straw dog entitled the ring-billed gull and to start building a genuine solution to a genuine problem."

4. Letter from Joyce Tyrrell, Association of Women Electors, dated April 18, 1984.

"In general AWE supports the Plan as presented but we request further consideration of Section 5A 2, Clauses a) and d) for the following reasons:

1. Clause a) would be more forceful if it referred to the total waterfront only, i.e., and the clause after "extend the richness diversity and activity of City life".

Then a supplementary clause should refer to the particular needs of the Bayfront and should include recreation.

2. The "development" in clause a) sounds open-ended--as if anything goes.. We suggest some limiting phrase as "appropriate" development to support the City's control of the waterfront land."

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3. Clause d) as it stands refers to availability of recreation throughout the year. We suggest that the objective of recreation itself should first be stated and hence the clause could read, "increase the choice and awareness of recreation opportunities and public activities on the Central Waterfront having regard to their availability throughout the year".

These changes may seem to be very small but we try to envisage how the objectives might appear to a future reader who has only the text of the Official Plan and lacks the benefit of the "Proposals" and of the numerous clarifications which at present contribute to our understanding."

5. Letter from Mary Baillie dated April 11, 1984.

"I am writing in the hope that the Leslie Street Spit might be preserved. It is a unique area and compares with Boston's preserve from a waste area, the Darling preserve area, Sanibel Island in Florida which draw thousands every year.

The Spit is a priceless urban wilderness and it will get better every year and it costs the taxpayers nothing. This is the only section of the waterfront still in a bold state - a unique natural laboratory for children and adults to learn about our physical environment. More development will ruin it. Surely Toronto is large enough for all kinds of places and people.

I hope you will think very seriously about something that will be lost forever."

6. Letter from Marion Byden, Beaches-Woodbine, New Democratic Party dated April 18, 1984.

"As the provincial member representing part of the Eastern beaches and waterfront, I am very interested in the Central Waterfront Report and the proposals for amendments to the Part I Official Plan and zoning for the area. I agree with the basic objectives of the recommendations - to promote increased public enjoyment and use of the waterfront area and to improve public access and open space along the water's edge. I also agree that consideration should be given to maintaining present commercial uses and transportation corridors.

But in achieving these objectives, I do not think that all parts of the waterfront should provide the complete range of activities

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contemplated for the area. Specialization is desirable to develop those activities best suited to each geographic area.

When you have a unique feature in the area such as the Leslie Street Spit - now known as the Outer Harbour Headland - it is folly to partition it in order to introduce uses which are incompatible with the development and maintenance of a wilderness area.

Many of my constituents enjoy the unique mini wilderness growing up on the Outer Harbour Headland. They use the Spit for hiking, jogging, cycling, swimming, wading and bird watching. They study its varied flora and fauna and ever-changing shoreline.

Many of my constituents also enjoy recreational boating and sailing. But most of them moor their boats at mainland marinas elsewhere. They can have easy access by car to such marinas. They can also build clubhouses and encourage a wide range of support facilities such as repair and maintenance industries, food services, sailing instruction, boat launching and winter storage.

I want the Central Waterfront to serve all these people. I want to see more marinas built as I know there is a shortage of moorings. But I believe that plenty of space can be found for new marinas and ancillary facilities on other parts of the Central Waterfront away from the Spit. There is also the potential land from the Hearn Plant if it is permanently shut down.

I strongly believe that the Spit will not be able to maintain its present unique wilderness character if part of it is developed as a semi-commercial boating and recreational area with unlimited car access. It also seems unreasonable to expect hikers and joggers to walk or run a mile or two through this kind of area before they can reach the carless wilderness area.

The Province of Ontario has recognized the need for preserving some wilderness areas for residents who like to get away from it all. Since there is no remaining wilderness within the environs of Toronto, it seems fortuitous that the City of Toronto can develop a man-made wilderness as a by-product of high rise construction. The City can give its residents what the province can give only to those able to travel considerable distances to its wilderness areas.

Already the Spit is recognized in tourist literature as a unique attraction for the City. If we partition it, not only does it shrink in size - but also it loses a good deal of its uniqueness and potential for development into a world class natural environment sanctuary.

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Partitioning also brings disputes about where the dividing line should go.

While some people seem worried about the growth of the gull population of the Spit, experts think it will stabilize when more vegetation is encouraged. Once the landfilling period is ended and the planned configuration of the Spit is completed, this will likely happen. Other varieties of birds will move in and it could become as famous as Long Point or Point Pelee for bird watching.

New varieties of plants and trees will also move in as the soil is enriched in the process.

I therefore urge the Neighbourhoods Committee to consider the following policy approach.

1. Reject any partitioning of the Outer Harbour Headland and continue its present use as a unique semi-wilderness area without cars.
 2. Continue and extend the bus service on weekends to enable all citizens including seniors and young families to visit and enjoy the Spit.
 3. Develop as part of the Central Waterfront Plan an overall plan for the location of additional recreational boating facilities and ancillary services on other parts of the waterfront.
 4. Maintain commercial and industrial uses connected with navigation and shipping but confine them to presently occupied areas or to areas not suitable for public recreational use.
 5. Ensure that full public participation is provided for at all stages of planning of the Central Waterfront and urge the other bodies with jurisdiction over the waterfront areas and the Outer Harbour Headland to include full public participation in their planning."
7. Letter from J. A. Collins, General Manager/J. H. C. Clarry, President, Board of Trade of Metropolitan Toronto dated April 16, 1984.

"The Board of Trade of Metropolitan Toronto would like to offer its comments on the Central Waterfront: Final Recommendations report. The Board has been offering input on the development of the Waterfront for many years and most recently, comments were offered on the Central Waterfront: Proposals report. The Board believes that the Final Recommendations report is both a

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refinement of and an improvement upon the Proposals report. The Board would like to once again offer its comments on this, the final recommendations for the development of the Central Waterfront.

COMMENTS ON CENTRAL WATERFRONT: FINAL RECOMMENDATIONS

Island Airport

The Board is pleased to see that the Island Airport has been retained for aviation purposes under the recent 40 year lease agreement between the City of Toronto, the Toronto Harbour Commissioners and the Federal Government. However, the Board is of the opinion that housing should be deleted from the potential future use of lands in this location, should the airport close for some unforeseeable reason.

Toronto Islands

The Board continues to oppose the existence of the residential community on Wards and Algonquin Islands. With respect to the 25 year term of the island residence community as provided for under provincial legislation, The Board would like to see the enactment of a sunset clause whereby after 25 years the residential community would revert to public parkland. The public interest would be better served if this land were used for open space and recreational activities.

Stadium Road Yacht Club Sites

The Board questions the rezoning of yacht clubs sites on the west side of Stadium Road to a mixed use scheme which would allow for residential, commercial, recreational and institutional uses. While recognizing that the proposals will attempt to accommodate the yacht clubs by providing for site specific amendments to various redevelopments (p. 46), The Board would emphasize that recreational uses on the Waterfront are interesting to the general public and should be retained to the greatest extent possible. The rezoning of land near facilities such as yacht clubs brings into question the ability of these clubs to remain on these lands.

Central Bayfront

In reviewing this area and in particular the potential for significant redevelopment of Marine Terminal 27, The Board of Trade has some concern with any redevelopment that would cause a problem in the operations of Redpath Sugar and/or the Toronto Star. Therefore, The Board suggests that any redevelopment of Marine Terminal 27 should insure that the operations of Redpath Sugar and the Toronto Star, including the transport of materials to

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and from these operations, are in no way disrupted. The Board is of the opinion that, in order to ensure the continuing and effective functioning of this area, any redevelopment of the Marine Terminal 27 site should be primarily commercial and not include a residential component.

East Bayfront

As you know, The Board strongly supports the Official Plan designation of industry for this area. East Bayfront is a significant industrial employment area of the City and should be given the necessary zoning protection to retain this industrial employment base.

The Board also supports the recommendation to conduct a marketing study for the East Bayfront. The Board would be willing to participate in such a study and believes it could be very helpful in identifying ways of maintaining the East Bayfront as a significant industrial area.

Proposed I3 Zoning in Port Industrial District

The Port Industrial District plays an important role in the City's economic base, as the Port is one of the few heavy industrial areas in the City of Toronto. While we realize that existing I4 and C4 uses will continue to be permitted within the Port area, The Board objects to the proposed rezoning of much of the lands in this area to the "lighter" I3 designation. I3 zoning is too restrictive for many existing and potential industrial operations. Therefore, I4 zoning is needed to allow for the expansion and encouragement of other heavy industrial uses within the area. The Board stresses the need to retain this key location as an area of heavy industry due to the nature of its Port location and the responsibility of the City to set aside land for I4 type industries.

Proposed Industrial Park for Port Industrial Districts

As stated previously, The Board of Trade continues to support the recommendations of the 1980 Port Industrial Task Force Report, to establish an industrial park at the foot of Leslie Street. Such a park would provide much needed job opportunities for Toronto residents and convert the area into a source of revenue for The Toronto Harbour Commissioners.

Zoning for the Port's North Shore

The Headland was built to create the Outer Harbour for future shipping requirements of the Port, therefore the North Shore of the Outer Harbour should have an industrial designation for Port

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use and future dockwalls. It should be clear that recreational uses are to be considered temporary and should not be represented by recreational zoning.

Outer Harbour Headland

Original plans for the Outer Harbour Headland called for an Aquatic Park and active public use of the Headland. We recognize the value of a natural area but the excessive amount of land designated Environmental Resource Area is inappropriate. This proposal will discourage public use of most of the Headland and does not serve the public interest.

Conclusion

The Waterfront is an area of extreme importance to the City from both an economic and social standpoint. The Board believes that with sound planning the Waterfront will continue to develop as one of the most dynamic and successful waterfronts in North America."

8. Letter from Doug Buckingham dated April 14, 1984.

"As a user of the Spit, I enjoy going out walking and birdwatching all year round. The Spit is beautiful as it is. Why do all Metro parks have to be planned and developed. Especially at this time in our economic recession, can we really afford another planned park.

I would like to suggest as a citizen of Toronto and tax payer leave the Spit alone. We cannot afford another "green" elephant."

9. Letter from Gerald Campbell, Resident Ward Six, dated April 13, 1984.

"It is commendable that the City of Toronto revitalizes her waterfront and provides a strip of public land along Lake Ontario. These Central Waterfront proposals have far reaching implications which will impact our waterfront into the next century.

Your proposals have dealt fairly with most issues and have addressed the concerns of all who have responded to your requests for submissions. In particular, the General Industrial zones will over years relocate or provide safe access along their current waterfront; and the Boat Clubs will continue to have access rights to the water and docking areas.

The thorny issue of the Leslie Spit and the split between Environmental Resource and open space with GM zoning. I would

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submit that Dreger's Bay area be designated as an open space area for the development of swing moored Boating Clubs. In fact, all sheltered moorings on the Leslie Spit should be designated for swing moorings.

I thank you for the opportunity to air my views."

10. Letter from K. R. Rockwell, Canada Malting Co. Limited, dated April 13, 1984.

"We wish to commend the Planning Department for the final version of the Central Waterfront Plan and are pleased to see that it addresses the realities of the sites and conforms with the Metro and City of Toronto official plans with regard to the retention of valuable industries in the Port Industrial Area and East Bayfront.

There are other plans for the development of areas which are much more amenable to housing than the East Bayfront.

The Final Central Waterfront Plan lists many reasons why the East Bayfront is not suitable for housing and some of these are:

- (a) Isolation: the area is separated from the city by significant road barriers.
- (b) Noise: the Gardiner Expressway, Lakeshore Blvd., truck traffic on Queens Quay and ship unloading all contribute to around the clock high noise levels.
- (c) Vehicle Emissions: high levels from the highways mentioned above.
- (d) Port Industries should be protected: There are hundreds of instances that as far as industries are concerned, the adage applies that "No Residential Neighbours are the Best Neighbours".

The reasons for retaining industry in the East Bayfront and Port Industrial District are obvious and are well documented in the report.

The Central Waterfront: Final Recommendations have the full support of my Company, and we urge the Land Use Committee to approve them as written.

Thank you for your consideration."

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11. Letter from John Robert Carley dated April 17, 1984.

"I wish to add my voice to those of many other voices clamouring for the preservation of the Leslie Street Spit. I ask that your committee resist the blandishments of those who would like to see another amusement park or other such use, and instead, designate The Spit as an environmentally sensitive area to be left in its present state.

As you know, The Spit is unique. An entirely man-made stretch of landfill, it is slowly being returned to nature. The pioneer and second-growth vegetation is stabilizing the land, and is providing shelter and refuge for an amazing variety of wildlife. I have spent many hours on The Spit, and have always been impressed at the numbers of people enjoying The Spit in such an orderly, peaceful way. From runners and cyclists to families with picnics, The Spit is used successfully for passive recreational activities.

My particular pursuit is birding. In this regard, The Spit provides one of the best places for viewing different varieties of birds in the Toronto-centred region. Certainly there are gulls, but how many other areas shelter Northern Phalaropes, Red-Necked Grebes, Dowitchers, Dunlin, and Ruddy Turnstones, to name just a few?

In order to retain The Spit as a section of priceless urban wilderness, tax-payers' money need not be spent. This argument alone bears wonderful benefits - how often can a committee recommend the best course of action and know that it involves no additional expenditure?

Toronto already has Ontario Place, the Exhibition Grounds, Harbourfront, and centre Island amusement park - it does not need another theme park or aquatic village. Toronto does not need to bear the extreme costs associated with an expensive development such as this. The urge to pave over and urbanize The Spit must be ignored.

In closing, I plead that the Committee recommend that The Spit be designated for preservation as an environmentally sensitive area, in order that this priceless urban wilderness may remain as a piece of nature created by man, and as an area of passive recreation, available to all citizens of Toronto, regardless of income.

I would appreciate it if the committee would keep me informed as to its decision regarding The Spit. If further elaboration of my concerns and thoughts is required, I will be pleased to provide it."

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12. Report from the Commissioner of Planning and Development dated April 17, 1984.

"There are some errors in the Final Recommendations report. Map A, Proposed Amendment to Map 1, did not show Snake Island as an Environmental Resource Area. Section 4.3.3(a) had a typographic error that would have prevented the legalization of some industries that were intended to be legalized. This report is intended to rectify these errors.

In addition, Map 4, Existing Official Plan, that was provided for background information was poorly printed. As a result, the General Industrial Area in Niagara, north of the Exhibition District, appears to be a Medium Density Residence Area. This will be noted on an errata slip for distribution with copies of the report.

Recommendation:

1. Map A, Proposed Amendment to Map 1, should be amended to show Snake Island (See Map 5) as an Environmental Resource Area.
2. In addition, Section 4.3.3(a) should be amended to delete the (e) in "Section 5(1)(e)". The Section should then read as follows:
 - (a) Zoning By-law 20623, as amended, is to be amended to permit in 13 districts in the Port Industrial District, the use of land and buildings, and additions to land and buildings, for purposes listed in Section 12(g) and Section 15(1) of By-law 20623 provided the land, building or structure was used for such a purpose on _____ (the date of passage of this By-law amendment)." "

13. Report from Commissioner of Planning and Development, City of Toronto, dated April 9, 1984.

"Comments:

Please find attached to this report a copy of the Central Waterfront: Final Recommendations. At your meeting of March 7, 1984 your Committee agreed to hear deputations on this report at the Land Use Committee meeting of April 18, 1984.

Recommendation:

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That the recommendations in Section 4 (pp. 82-128) of the Central Waterfront: Final Recommendations report, dated March 20, 1984, be adopted."

14. Letter from Juanne Hemsol, Past Chairman, Confederation of Resident and Rate payer Associations dated April 18, 1984.

"On behalf of the Confederation of Resident and Ratepayer Associations and remembering CORRA's direct involvement with the Central Waterfront Planning Committee over the life-time of that Committee, I wish to express our pleasure at the publication of the revised Part I Official Plan Policies for the Central Waterfront.

There have been many attempts in the past to produce official plan policies for this area of the City but, until now, they have failed to mature. Contrary to views expressed by some, I believe a great deal of credit for having reached the present stage in the planning process, is due to the doggedness and abilities of the members of the Central Waterfront Planning Committee. The writer notes with satisfaction that the careful work carried out by the Committee during the final phase of the public input considerations last year, have received due note from the planners. The strengthening of the industrial lands in the East Bayfront was a matter which many members of The Committee thought would be dealt with during detailed considerations of a Part II Official Plan for that area - the fact that these considerations have taken place already does not conflict with CORRA's general acceptance of the proposals before you providing all possible recognition is given to maintaining the highest possible standards of environmental controls.

Time has not permitted a fully detailed study of the report before you but, in general principle, CORRA supports the recommendations. We reserve the right to make further comments at a later date when we have had time to bring the report before a general meeting."

15. Letter from The Federation of Ontario Naturalists dated April, 1984.

"My name is Lyn MacMillan. I represent the Federation of Ontario Naturalists. I have been concerned with Central Waterfront Planning for many years having served on the Central Waterfront Planning Committee from 1974-1977.

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I appreciate this opportunity to address the Committee and to bring before you the concerns and recommendations of our group.

The Federation of Ontario Naturalists represents a constituency of 20,000 - 12,000 individual members, and a further 55 federated natural history organizations distributed through Ontario.

The Federation believes fervently that our most important legacy to future generations is a healthy and varied countryside. Toward that goal, we work on three objectives:

1. Promote understanding and interest in natural history and our rich flora, fauna and landscape.
2. Promote conservation of wildlife and wild places.
3. Serve naturalists.

I shall be directing my remarks to the area in the document ("The Central Waterfront: Final Recommendations") known as the "Outer Harbour East Headland" or more familiarly as "The Spit".

The "Spit" is a tremendous success story for the City of Toronto. Built from rubble and land-fill, it has become a unique natural wilderness park and the remarkable thing is that nature rather than conscious planning has achieved this. On page 29 of the report (Section 2.8) you identify this area as an Environmental Resource Area and go on to say "the special environmental features of the area should be protected according to the policies for Environmental Resource areas as set out on pages 107-109.

We heartily congratulate Council for their statements under Section 4.2.3.A). Namely - "Council recognizes that the City contains certain areas of land and water, the conservation of which is in the public interest, in that they contain unusual, rare significant or sensitive environmental features such as land forms, vegetation or areas used by wildlife populations. Accordingly, it is the policy of Council that such areas be designated as "Environmental Resource Areas" which shall be managed for conservation, public enjoyment and compatible recreation uses."

But then you proceed to violate one of the most important such areas this City has by allowing "intensive activities" (e.g., an industrial-commercial marina) in one half while pretending to protect wilderness in the other. (Page 98, Section 5A36.)

Surely it is the "Wilderness experience" that you are trying to protect, as well as the wilderness, if we understand your guidelines correctly. It is the users who cherish such a rare

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privilege, who need the protection if this wilderness is to be of any significant benefit to them.

And those visitors are growing steadily in numbers. The "Spit" has now become a very prominent natural asset for Toronto and one which should be used promotionally. It is becoming as valuable a tourist attraction as Point Pelee National Park (484,000 visitors). And, as with Pelee, most of the visitors come to experience nature. I would like to state here that the Federation is not opposed to sailing, motor boats, canoeing, aquatic sports or the necessary auxiliary developments such as marinas and commercial outlets for such recreation. But we categorically oppose the development of such complexes on the "Spit" and the car access that this would entail.

The adverse effects cars and "intensive activities" would have on other users of the "Spit" (and I understand there were 18,000 of them in 1984) would be irremediable. You cannot protect the hikers, bicyclists, bird watchers from the noise, congestion, cars, exhausts, all pouring along a narrow, confined access road.

Let us not forget either that marinas are wonderful, active, industrial, commercial, going concerns. They need to be highly accessible to their many users both by land and water. If possible they should be in areas already serviced since they require facilities for the repairing, servicing and maintenance of all types of boats - for boat building and boat storage.

They must have commercial outlets for equipment and stores for food, restaurants and ideally (being a sailor myself) laundromats and showers. This sort of activity is not compatible with a wilderness or wilderness experience - it is exactly the opposite.

Specifically then, the Federation of Ontario Naturalists makes the following recommendations with reference to Section 5A36 of your report.

Recommendations

1. There should be no distinction between the westerly portion and the easterly portion of the Spit. The entire Outer Harbour Headland should be saved as an environmental resource area. And zoned accordingly as indicated in the attached map.
2. A section should be added to your report stating that all existing sailboat moorings should remain as a conforming activity in an environmental resource area.
3. In order to accommodate marinas we recommend that a "gm" designation be incorporated in the I3 D3 zoning at the

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westerly side of the base of the headland. May we also point out here that the existing "gm" designation along the waterfront between Cherry Beach and the Headland seems to give ample scope for marina development.

4. Under section 5A3 Council states that it will "encourage the provision of regular public transit service at least to the westerly limit of the portion of the Outer Headland".

In light of the importance of protecting the users of this area and allowing them to experience this unique wilderness, we suggest the following change. "Council will ensure the provision of regular public transit service for the whole of the Outer Harbour Headland and with the exception of servicing, maintenance and security, no cars will be allowed".

Summary

1. Save the "Spit" as an entire wilderness area.
2. Ensure marina facilities are allowed elsewhere.
3. Protect the man users from the "intensive activities" and "commercial-industrial users" which would negate the wilderness experience.
4. Enhance Council's own recommendation found on pages 107-109. Specifically Section 4.2.3, subsection B - a) - f) and subsection c.
5. Bring industry and commerce and job opportunities to a port industrial area that badly needs it.
6. At times of financial restraint they would save tax-payers the added expense of servicing the "Spit" and increasing the car parking facilities.
7. A very simple public transportation shuttle-service is all that is needed. Perhaps an arrangement can be made with Board of Education authorities to use school buses which are sitting idle all summer and using summer students as drivers.

May I remind members of Council that for over 100 years users of the Island, be they visitors, sailors, canoeists, motor-boaters, residents, employees, etc., have all used a ferry service. Is it too much to ask the same of users of the "Spit"?

Thank you for your kind attention."

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16. Letter from Kittie Fells and George Fells dated April 17, 1984.

"We are some of the thousands of Torontonians who walk, cycle and bird-watch on the Leslie St. Spit and we urge you to support the concept of leaving the Spit exactly the way it is and letting the richness and diversity of indigenous plant and bird life continue to increase of its own accord. It has been found that plants that were once plentiful in the dunes and wet meadows which were destroyed so long ago to make way for the concrete City are once again, because of this finger-land, finding hospitable habitats.

There are many reasons why the Spit has become unique and why its use for anything besides a protected natural area should be reconsidered and turned down.

We realize the pressure from boaters which forms one relatively small but disproportionately influential user group. There will always be a demand for moorings and docking areas as the population expands in the same way that cars increase and parking lots are needed. Is this a reason for destroying this new unique head-land. Unfortunately, it would become just one more marina area because boaters mean cars, and boaters will not shift; once allowed in.

Already, the Spit has become internationally famous and has been featured in magazines in Europe as the miraculous way a huge City has accidentally acquired an unspoiled natural haven.

Last September one of the delegates at the British Medical Association meeting which took place at the Sheraton Hotel told me he had made the 1983 meeting especially because he was a bird-watcher and wanted to walk on the Spit.

In 1978 more than 17,000 cyclists, hikers and bus passengers visited the Spit. Two-thirds of visitors in a THC survey that year wanted the Spit to be exclusively for cycling, hiking and bird-watching.

We hope that you will help the thousands of Torontonians who want the Spit protected from cars, marinas, aquatic parks--any kind of development and manicuring; who want it left to the people, birds and plants... to flourish naturally on its own."

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17. Letter from Lee Gold, Co-Chairperson, Friends of the Spit
(dated April 18, 1984).

"I am here on the behalf of the Friends of the Spit. I represent over one thousand members who love the Spit for what it is and what it can become if it is left alone and protected. I is an oasis within the City where nature can do nothing but improve upon this unique wilderness park and where the public, especially those without cars, cottages, or boats can stroll, bicycle, photograph, picnic, run, birdwatch, and swim in a safe, car-free environment. The Friends of the Spit represent a wide variety of users and our position is supported by a poll taken by the Toronto Star and another by the Harbour Commissioners: both polls showed an overwhelming desire to leave the Spit alone.

The Mayor of Toronto is fond of labelling the waterfront: "Toronto's last frontier." The Leslie St. Spit and the North Shore best fit the Mayor's description. You have a mandate to plan wisely for its future. In zoning one half of the Spit "G" (or some part thereof as the wiggly line in the plans is very misleading and really represents a giant question mark), you are, I submit, satisfying no one. We recognize the need for recreational boating facilities and suggest that both the boaters and the conservationists can be accommodated, but not by carving up the Spit. Several boating clubs already are using the North Shore and should be assured that they can continue to do so. There they can drive and park their cars and secure the amenities they have a right to expect. As you are planning for all of the Central Waterfront, I suggest that you insist that the Toronto Harbour Commission guarantee the boaters' tenure where they already are on the North Shore.

I am here on behalf of users of the Spit such as the elderly couple from North York who come here to ride their fold-up bikes at a safe and leisurely pace along the narrow neck of the Spit with the wind in their hair and the blue waters of the lake on either side. Further along they have a spectacular view of the City, hear the call of the birds, see wild flowers, and watch the fish spawning in the lagoons. They stop to stroll along the beach (one of the three that remained open last summer) where I talk to them of their love for this very special place and their frequent visits here.

Then there are the birders and the wildlife photographers who have sighted over 200 species of birds and feel that the Spit can become a second Point Pelee if it is left alone. These are all users of the Spit who enjoy the land, unlike the boaters who use the water and leave the Spit behind.

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The natural wonders of the Spit exist within the confines of a vast metropolis. All this can continue if you have the foresight to make the most difficult but least expensive recommendation: leave the Spit in its natural state, all of it, as a wilderness park, and accommodate the boaters elsewhere on underutilized North Shore. The rest of the Toronto waterfront has been and is being developed: Harbourfront, Harbour Square, Ontario Place, Toronto Islands, and Ashbridges Bay. Leave this last remaining precious natural resource as it is. Look at the total picture and insist on finding space for the boaters on the North Shore.

The uniqueness of the Spit demands that it can be preserved, not carved up or squandered. To develop it would be an irreversible loss to all of us. In these difficult economic times, how can you justify spending scarce tax dollars when the public has indicated that it wants the Spit left alone? At no expense, Toronto can have a unique wonderland, a natural wonderland, for its citizens and visitors to enjoy. The Spit is an aberration: a man-made creation which nature has claimed and improves upon each year. Cherish it as the members of the Friends of the Spit do.

Thankyou."

18. Letter from Malcolm Gilbert (undated).

"My name is Malcolm Gilbert, and I speak as one who spends hundreds of hours at this place for my own pleasure every year.

I state my position on this park categorically: I am strongly opposed to any development whatsoever.

People who use this great park or who would use it to some extent say, "Let it be" or "Leave it as it is." This was shown by a poll of the Toronto Star when over ninety percent favoured doing nothing about it. With the possible exception of a few weekend sailors, I have never yet - not once - found a person who uses it even a bit and who wants it developed. And every year I talk to quite a few people.

Who would pay for any development? Of course the already hardpressed taxpayer. Pay for something the people do not want. Do not want! They would have to pay tens of millions of dollars at a time like this when money is urgently needed for many other things, from commercial waterfront development to transportation improvement to housing and education and so many other things you all know.

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Things like more affordable housing and more day-care centres are desperately needed in the Toronto area, and they require money. The cost alone is enough of a reason not to do anything about this place.

This wonderful park is excellent for different kinds of nature study. Take birds, I haven't put forth much exertion in this direction, but have still being able to identify with certainty 127 species (including rare ones) and have seen a number of others I'm not sure of. Some have done better. The vegetation alone is very much worthy of study. And so on. All of this natural history, which costs the taxpayer nothing, would suffer if there was development.

The more development, the more it would suffer.

One of the unsung glories of this park is its variety. Take the shoreline, for instance, some fifteen miles or twenty-four kilometres long. It varies from very rugged headlands to low sandy lagoons with just about everything in between. Where in the world could you get a situation where you have picturesque sandy lagoons and rocky, half-moon bays so close together? Are these to be harmed and made less attractive in the name of development? I think it is grand that there are willow thickets, that there are open spaces covered with wildflowers and weeds or with nothing at all, that there are groves of cottonwood trees, and so on. Let's keep them all. We have enough variety now; we don't need anymore.

People who talk about development of this place give me the impression they have never even visited it, and certainly they have never spent much time there for their own enjoyment. For their own enjoyment! The more people see of the place the more they are overcome with its magical attractions and realize that development of any kind is utterly foolish and at odds with its already well-formed character.

There are a number of activities that are better here than elsewhere in the greater Toronto area. Take cycling, very popular except of course in the winter months. Jogging is another, fine in the winter as at other times. Need I mention hiking, exploring and roaming? Where can one enjoy these more than at this park, the way the park is now? And picnicking. Every year I have some seventy-five picnics here and love them. One can always get out of most of the wind; and for relaxation, atmosphere, sweeping views, large size, variety, and privacy, this place cannot be touched for picnics. It is also the best in the Toronto area for many aspects of photography. And I claim, quite seriously, that I enjoy it most of all for just plain loafing and relaxing and enjoying nature, where it beats all other areas in greater Toronto by a country mile... just as it stands now.

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These are only some of the places where this great park is already tops. So there is no need to speak of development when it leads all other areas in greater Toronto in so many things.

To me the place where it outshines all other spots in Toronto most is its atmosphere, a fragile one, to be sure, because development would harm it irrevocably - the more development, the more harm. Atmosphere is one of those intangible and subtle factors that are hard to pin down or put into words or make reports about or plans on. But it is very important. And the atmosphere at this place is one I have often described as relaxing, refreshing, happy, spacious, carefree, get away from it all. Aren't those things important? I know everyone believes they are, especially today when it is necessary for most of us at times to get away from it all. And here we have a park in our own backyard where we can do just that. Too bad, though, we're restricted to weekends and holidays.

We all know what development like ugly parking lots, marinas, roads, hamburger joints and other buildings, blaring radios, and noisy people - all out of character with this place - would do to the atmosphere. They would ruin it.

I might add a personal touch here. I always come away from this place, no matter what time of the year or what the weather has been like, whether I've been hiking or swimming or roaming or just plan loafing, I always come away feeling a warm glow and a special, indescribable kind of magic. I always come away from it saying, "I just don't deserve such happiness." And, I think - I know - others feel the same.

And so regarding this already great, unique attraction that Toronto is so fortunate in having, I urge the leaders of this City to do the right thing with it, the sensible thing, the thing we want, the least expensive thing, the only; and that is - let it be. Keep it as is."

19. Letter from Jane E. Graham dated April 9, 1984.

"Since I have a job, I won't be able to attend the 18 April meeting of your committee, which is scheduled to discuss the future of the Spit. So I am writing to express my opposition to any "development" of the area. We already have many mowed-and-gardened parks. A wilderness area is unique. Perhaps only a minority of us use it, but yacht clubbers are a minority too, and they are already very well served by the city in particular and by society in general. I love the Spit just as it is. Please don't let them "develop" it."

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20. Letter from S. Jelovac, P. Eng., Inex Engineering dated April 17, 1984.

"I have reviewed the report and would like to list a few reasons why I do not support recommended changes to the zoning of the Port Industrial District.

1. Strictly industrial I3 and I4 uses would turn the Port District into the Metropolitan Toronto Centre of Pollution.
2. Creating new and additional offensive or dangerous chemical products factory, a tannery, a sewage disposal plant, a public incinerator, or refuse distructor would cause the neighbourhood to disappear.
3. Prevailing wind blows towards the residential areas already carrying dangerous chemical vapours and odours.
4. Most of the suggested industrial plants would be an automoted facilities run by a small number of automated operators.
5. Recommended zoning would eliminate creative developers from investing their funds and ideas into such a vital link of the Central Waterfront.
6. Industrial only uses would present continuous danger of disposing the effluents into the lake which could then enter into drinking water stream.

I hope your Department will look into these objective and real factors and alter the plans where necessary.

21. Letter from P. N. Jones dated April 12, 1984.

I wish to let you know of my views on the Leslie Street Spit issue.

Please leave it be in a natural way for a change - we have lots of manicured theme parks about and the Spit is unique in this sense. When one wants to "get away from it all" its nice to have a choice and get back to nature really in the City."

22. Letter from Colleen Kelly dated April 12, 1984.

"As a citizen of Toronto and a regular Spit user, I would like the Spit to stay as it is - an undeveloped, urban wilderness.

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I do not object to seeing sail boats in the waters around the Spit. The Outer Harbour has enough space to accommodate sailors and their boats, plus leaving the Spit as it is. Why can't the boaters be accommodated on the north shore of the Outer Harbour? This would leave the Spit as it is to be enjoyed by many users.

What is objectionable to me are the boaters cars and the increased development needed to accommodate their facilities on the Spit. The boaters use the Spit as a take off point; they drive on it so they can get to their boats and leave the Spit behind.

The Spit is one of the very few places a person can enjoy that is "car free". Thousands of people use the Spit for a variety of other reasons, walking, jogging, cycling, bird watching, photography, picniking, etc.

Why should ONE user group (the boaters) be allowed to disturb the atmosphere for the rest of us?"

23. Letter from Mrs. S. Kryzanowski dated April 11, 1984.

"As my husband and I are unable to attend the forthcoming meeting on the Central Waterfront: Final Recommendations, I am forwarding this letter to express our views on the Leslie Street Spit.

We have been regular visitors to the Spit for the past few years and the excitement of seeing this urban wilderness develop has made it one of our favourite haunts. Where else in the City can you find such a magnificent birder's paradise? On one Sunday morning, we spotted 75 Brant's Geese - a most uncommon site!! It is almost impossible nowadays to be away from the sounds of traffic, radios, trail bikes etc. The Spit provides this solitude.

Except for the one bus running on the Spit, which we do not object to, as it makes the outer limits of the spit accessible to those who cannot walk or cycle that far, I pray that the Spit will be left as is: a natural, wild, unmanicured bit of heaven, to be enjoyed by walkers and cyclists. Give Toronto a unique environment. It can only make it an even better place to live."

24. Letter from H. Kugel dated April 10, 1984.

"We very strongly urge that the Leslie Street Spit be left alone, be preserved as it is. We have enough hot dog stands and cafes. There is only one Spit and it can't be replaced.

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Thank you."

25. Letter from H.K. Allen, P. Eng., Chief Engineer, Lever Detergents Limited dated April 18, 1984.

"We have reviewed the Final Recommendations Report by the City of Toronto Planning and Development Department on the Central Waterfront. We would like to express our support for this report as it is now written. In particular, we express our support for the reaffirmation of the City's industrial policy and the final recommendation that the East Bayfront remain as an industrial area."

26. Letter from Trevor H. Levere dated April 11, 1984.

"I shall be unable to attend the meeting at City Hall on 18 April, and am therefore writing to you to present my views about the Leslie Street Spit.

I have not seen the City's plans for the Spit, but hope very much that they will designate as much of the Spit as possible as an environmentally sensitive area, and will not allow any development at all on the Spit.

Quite simply, I like it as it is. I go there whenever I can at weekends, for a walk, for a cycle ride, for bird watching, or for lazing, alone, with friends, or with my family. It is important to me, and to many other users, to have somewhere in Toronto that is open, undeveloped, and approximating to wilderness; and no other section of the Waterfront in Toronto is in anything like a wild state. Those who like over-groomed parks have them in abundance, from Scarborough Bluffs to Humber Bay. I enjoy sailing, but turning the Spit into another marina would destroy it for those (by far the majority of the users) who value it as a place to enjoy nature.

I don't want more car parks, or car access -- that would spoil what is essentially a pedestrian's reserve. Regular bus services in the summer are more than adequate. But I hope that the City, while keeping mechanized transportation out, will encourage non-mechanized access, pedestrian and cycle, for as much as possible of the year. The Spit is a place for enjoying nature throughout the year.

Left to itself, the Spit will evolve and become steadily more interesting to the naturalists, and will remain a delight to walkers, joggers, and cyclists. And leaving the Spit free from development will provide a much needed recreational area without

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wasting money that most taxpayers and most users of the Spit would consider better unspent.

Thank you for considering these thoughts."

27. Letter from Alderman Dale Martin, City of Toronto, dated April 18, 1984.

"COMMENTS

It is clear from reading the final recommendations document that the proposed plan falls considerably short of meeting two of the five objectives stated as being central to the plan's overall goal. Most obvious in this respect is the almost total absence of any reference to how we might "reduce the physical and perceptual isolation of the waterfront from the rest of the City" (5.A.2B). In particular, the almost total lack of reference to the Gardiner Expressway/Lakeshore Boulevard. Any serious attempt to open the waterfront up to the City must include concrete proposals for overcoming the barrier of the Gardiner Expressway and Lakeshore Boulevard.

During the Railway Lands discussion, Land Use Committee asked for at least one report on a specific alternative to the Gardiner Expressway, this involving the ending of the Gardiner at Bathurst Street on the west and Jarvis on the east, with parking garages situated at the ends of both sections of the Gardiner. A number of other proposals were advanced at the same time, including sinking the Gardiner and moving the Gardiner north and lowering it to grade. These were only a few of the large number of alternatives to the Gardiner Expressway that have been advanced at one time or another during its history.

It would seem to me that in view of the stated objectives in Section 5.A.2, Subsection B, that a thorough discussion of the options available for overcoming the problem of the gardiner must be carried out and specific recommendations be identified prior to an approval for development of the Central Waterfront.

I find it extraordinary that particular sites in the Central Waterfront receive several pages of discussions and recommendations while the Gardiner Expressway/Lakeshore receive no more than passing reference. The fact that we are in the middle of the major redevelopment of both sides of the Gardiner Expressway/Lakeshore as they pass through City's core, makes this the most appropriate and opportune time to overcome the many problems posed by the Expressway.

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In the same vein as Gardiner/Lakeshore, I am concerned about lack of consideration of the impact of the Railway Lands on the Central Waterfront final recommendations. On Page 14 of the Central Waterfront Proposals, it is said and I quote, "The first policy statement sets out the primary goal for the Central waterfront recognizes that although the Central Waterfront is a valuable resource, it is also an under-utilized one. There are several factors which prevent the Central waterfront from being used to its full potential:

1. It is cut off from the rest of the City by the Gardiner, Lakeshore and Railway Corridor barriers."

I have already mentioned the fact that the report's failure to deal directly with the issue of the Gardiner/Lakeshore seriously flaws the report and proposed plan. So too, in my view, the report's failure to devote any more than four lines to the issue of the Railway Lands Part II Development Concept. Surely, the impact of the Railway Lands Part II Development Concept on the overall objectives as stated for the Central Waterfront, must be a central concern of this report. A major question has to be whether or not the Railway Lands Development improves or reduces the City's access to the Waterfront. This is all the more true in view of the fact that one of the chief arguments advanced by opponents to the proposed Railway Lands development was that the development would significantly increase the physical and psychological barriers to the Waterfront. That is the Railway Lands Plan runs directly counter to the objectives of the Central Waterfront Plan.

Another concern relates to Section 5.A.14(e) concerning meeting Council's Housing Policies as set out in Section 1.A.20(c) and 2.A. One of the most unique aspects of the City of Toronto is the fact that residents of average means can, by and large, choose to live in the downtown area. In this regard, one of the principal reasons that CityHome was established was in fact, to ensure that feature would continue by guaranteeing that affordable housing would be available in the core. In line with Section 2.A of the Official Plan, most of Council's policies concerning housing relate in one way or another to the overall objective of maintaining and expanding the supply of good quality, affordable housing. The St. Lawrence neighbourhood is a good example of the practical application of this policy. Unfortunately, our more recent experience suggests that this policy may be little more than empty words. I only need to point to the fact that our commitment to develop several thousand units of reasonably priced housing on the Harbourfront appears to fall through and that our commitment to develop affordable housing on the Bilrite site will, according to the Commissioner of Housing, be almost impossible to meet. Nevertheless, with the full knowledge that we

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are totally unable to meet current commitments for assisted housing and with the full knowledge that the goals for assisted housing have not been met for some time, the report continues to suggest that Toronto residents of average means will have access to the residential developments in the Central Waterfront area. As already mentioned, our immediate experience with Harbourfront suggests that the only residential development will be for upper income Torontonians living in luxury housing stock.

In line with 2.A of the Official Plan and referred to in Section 5.A.14, I interpret the objective to extend the richness, diversity and activity of City life to the Central Waterfront particularly through new residential, commercial and institutional development in the Bayfront to, by definition, mean the inclusion of a significant supply of affordable housing and yet nowhere in this plan is there even a hint as to how affordable housing will be built in the Central Waterfront. Our experience to date with Harbourfront does not hold well for the future of affordable housing in the entire area, including the Railway Lands themselves.

Recommendations

I would therefore ask that the Land Use Committee request further study and specific recommendations on the following three items:

1. Ways to overcome the physical and perceptual barrier posed by the Gardiner Expressway/Lakeshore;
2. ways to ensure that the majority of housing units developed in the Central Waterfront be affordable to Toronto residents of average means, in line with Section 2.A of the the Official Plan; and
3. an evaluation of the impact of the railway Lands Development Proposal on the stated objectives of the Central Waterfront Plan.

And further, that the Central Waterfront Final Recommendations not be approved until the above recommendations are incorporated into the final report.

Thank you for your consideration of the above matters."

28. Letter from Sheila McKay-Kuja (Undated).

"I am very pleased that this final Central Waterfront Recommendations report has done such a fine job in identifying the

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environmentally significant areas on the Toronto Islands. It is necessary that these significant natural areas be protected for present and future citizens. So much of the waterfront has been developed with manicured parkland, cement and industrial and recreational buildings: We do need to remember our natural heritage.

However, I do not think that the recommendations for protection and preservation are strongly enough defined for the Leslie Street Headland or Spit. This area has become a priceless outdoor laboratory where students and the public can learn about and enjoy an experience that is unique throughout the rest of Metro Toronto. It costs nothing to leave it alone - all of it - and most people in Toronto want it to remain that way (99% of the Star poll respondents have said this). You will be saving millions of taxpayer dollars to leave it as an "urban wilderness" where the highest proportion of the City's members can use it freely to ride bicycles, jog, walk, contemplate, bird watch or simply get away from the bustle of the City.

When stress is becoming such an important factor in our urban society, people need a means of escape - we see it on television commercials - showing people hiking in the mountains or walking by the sea, eating the right food: Moving "back to nature". They don't go to busy theme parks, marine museums or the commercialized developments, and they don't take their cars, so there is no need for parking lots. What is needed is a separating from the stresses of City life: A back to nature experience that revitalizes the mind. The feeling of wind in your hair - seeing the City skyline but not being part of it. What an opportunity for Metro Toronto to lead the way.

But not only is the Leslie Street Spit a unique revitalizing element - allowing people to enjoy that "getting away from it all" feeling - it is also a unique natural environment for learning, for watching nature change the physical and biological environment. It is a perfect opportunity for educational interpretation on a daily basis for school children and perhaps even on weekends for those who wish to learn more about nature. And it is suprising how many people enjoy this kind of relaxation.

Not all that many of us can afford the luxury of owning a sailboat but thousands can get the same exhilarating feeling of freedom and excitement gained from the combination of wind, water and isolation. That rejuvenation is so essential in a City such as ours and shouldn't be reserved for only a few. Developments on the Spit, including marinas, will destroy the essence of this "unique feeling of isolation" as well as the valuable natural elements. Other areas such as Humber Bay and Bluffers Park exist

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where developments would be better suited. These places do not have the special attributes of the Spit.

Over seven years ago I was involved in both botanical and ornithological inventories of the Spit. (See The Ontario Field Biologist, Vol. 31, No. 1, June 1977.) It was an extraordinary biological area then - and is even more so today. It would be a disaster for such a valuable outdoor laboratory and urban wilderness to be destroyed. The Leslie Street Spit should remain undeveloped and wild.

I hope that the entire Spit can be kept free of developments and maintained in its natural state. It will benefit many in education and personal enjoyment and relaxation. The millions of taxpayer dollars that would be necessary for developments could be used more profitably for something that is needed - not to destroy something so special. People should be allowed to walk out on the Spit and see the City in a new perspective - a natural one!"

29. Letter from Roy Merrens.

- "1. Introduce myself (Roy Merrens, former Toronto Harbour Commissioner, then director of research for several years on Canada Ports Project, professor of Geography at York University, leader of waterfront field trips for high school leaders for students and for members of the general public).
2. Problems with one key map in the report, Figure 3, facing page 8:
 - An important map because it shows proposed amendment to the official Plan. It is seriously misleading in the way it represents changes proposed for the Leslie Street Spit, in three ways.
 - (i) Bushy, tree-like symbols for the Environmental Resource Area covers a large area - but much of that is water surfaces, not land - so the ERA will be much smaller than it appears to be;
 - (ii) much of this same symbol is also slapped on top of areas that for years to come will be controlled by the Toronto Harbour Commissioners - see Figure 10, after page 72. They will continue to use it as a construction site, bulldozing parts of it to clear vegetation, dumping on it, and even allowing bombs to be detonated there regularly - hardly an ERA; and

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(iii) most remarkable feature of the map is the N/S zig-zag line, separating the area to be zoned Gm (marinas, parking lots, etc.) from area to be protected as ERA. The device of a zig-zag line is used because no decision has been made about where to put the boundary between the two. In other words, the City is not resolving the matter, but is letting another level of government (Metro or MTRCA) impose its own resolution of the problem. So we really have no idea how much, or how little, of the Spit will actually be protected as an ERA!

3. I'm not drawing attention to this misleading map to suggest that the report as a whole is full of flaws. It isn't. In fact, it's a careful proposal to facilitate waterfront redevelopment - to continue the process that has been going on for 15 years. What's happening here is typical of many other North American urban waterfronts - we're preserving some industry on the waterfront, we're making sure there is a continuing place for shipping needs - but we're also placing increased emphasis upon other land uses in the waterfront - for recreation, for housing, for yacht clubs and marinas, for an improved airport, etc. All of this is appropriate of course, and as redevelopment goes on, so the waterfront will become a lively and vital part of the City instead of the bleak backwater area it was becoming 20 years ago.

But this City's waterfront has one feature no other North American city has - an urban waterfront wilderness.

And that's why I've drawn your attention to the map - it suggests to me that the most serious deficiency of these final recommendations is the failure to recognize and preserve this unique and priceless amenity.

4. I urge you to consider that you don't deal with this wilderness by carving it up. We once had a great waterfront wilderness along the City's waterfront in the East End - it was called Ashbridge's Bay. But it was obliterated by lakefill, transformed into land for industrial development - and much of that land still remains vacant to this day. The City now has a chance to compensate citizens for the wilderness area that used to border its waterfront - by recognizing and protecting the new wilderness that has developed on the Leslie Street Spit.

To protect it would help fulfil City Council's primary goal and planning objectives for the Central Waterfront (as spelled out on pp. 16.17 of the Report).

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The Spit is an extraordinarily valuable place because a whole new world is being created there. It's being done by winds and waves, and by plants and animals. What we are witnessing is the creation of a new wild landscape on the edge of a great city - a major educational resource where grown-ups and the children can see and experience the work of Nature evolving.

If we leave it alone and protect it, then it will continue to grow richer, more diverse and more useful. THE BEST PLAN FOR THIS WILDERNESS IS NO PLAN. Not only is no plan the most appropriate and worthwhile goal for the Spit - it's also an approach that costs the taxpayer almost nothing - all you have to do is simply protect it - and, in return, nature will continue to give us a priceless asset on the City's waterfront."

30. Letter from C. Roberts, Deputy Commissioner of Parks, Metropolitan Toronto Parks and Property Department, dated April 19, 1984.

"I must apologize for my delay in forwarding this material, but I have been away from the office for a few days.

As discussed with you by telephone, the Metropolitan Council, on October 14, 1983, adopted the recommendations of the enclosed report and hence extended the area covered by the RCYC lease until the year 2005.

As a consequence, the Island shown marked in red on the copy of your G2 plan in the above report should have its proposed zoning amended to Gm.

Your attention to this matter prior to adoption of the report by City Council would be appreciated."

Attachment

Report from C. Roberts, Deputy Commissioner of Parks, Metropolitan Department of Parks and Property, dated September 22, 1983.

"The Department is in receipt of the following communication (June 22, 1983) from Bruce S. MacGowan, Commodore, RCYC:

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"As a result of the Harbour Boat Tour popularity, congestion has developed at the west end of the RCYC property. As you know, the RCYC Junior sailing program has operated on the west end of our "South Island" since 1925. As expert as these young people become, they are undoubtedly the principal congestion in the lagoon. You will see attached a letter from the Harbour Master and another letter from the boat tour operators which essentially ask that we plan our future development so as to reduce or eliminate this serious traffic and safety problem.

The attached boat tour brochure indicates the narrow and crowded passage which the harbour tour boats must navigate in competition with the Yacht Club Junior Club and the numerous sail and power boats who are going to the Municipality's docks at Centreville. To alleviate this problem, our Planning Committee has developed a proposal which is attached. We expect that the Club will be able to undertake this project in 1984. If the proposal for the new Junior Club location is approved in principle by the Metropolitan Toronto authorities, I expect that all the details can be worked out to the satisfaction of your staff over the next few months."

The communications referred to in Commodore MacGowan's letter are as follows:

"Increased traffic in the Toronto Island lagoons has resulted in severe congestion at times in the lagoon immediately west of your two islands, particularly the South Island. I am sure that you are aware of this situation and agree that a potentially dangerous situation has developed that is somewhat aggravated by your Junior Sailing School activities on the southwest corner of the South Island. I am writing at this time to request that in considering future development of your facility, every possible effort is made to reduce or eliminate this serious traffic problem.

Captain John Mann, Harbour Master, Toronto Harbour Commissioners";

"In 1982, my office contacted yours concerning the potentially dangerous situation caused by conflict between the RCYC Junior Sailing School activities and our regularly scheduled tour vessels, specifically in the lagoons adjacent to your two islands.

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As our 1983 season is well underway, I would like to again bring this matter to your attention. I emphasize that this year, the problem is compounded given the increased small vessel traffic and the silting problem, of which you are aware, from your south island and the NE section of Olympic Island. All of these factors greatly reduce the channel within which our vessels are able to safely navigate.

In view of this danger, I respectfully request that you give serious consideration to any possible physical alterations to your Junior Sailing School in order to reduce any possibility of this situation resulting in personal injury, to our passengers, Junior Sailing School members, and small vessel traffic within the channel.

Marilyn Hoff, General Manager, Boat Tours International"

The proposal received to eliminate this hazard is twofold. First, the Club proposes to remove the sand bar which is causing the constriction and to provide a permanent revetment to prevent the build up of silt in the future. This work would of course eliminate the gently-sloping shoreline adjacent to the Junior Club. As a consequence, and since the potential hazard involves not only the construction but also congestion related to too much boating activity at this particular location, the Club is now proposing to relocate the Junior Club to a location to an Island only part of which is presently leased by the Club to the north-east of the Club's leased area.

Clearly taken overall this proposed arrangement would be of benefit in that it would eliminate the major elements of the potential hazard which presently exist. The relocation, however, presented a situation which required considerable study before a recommendation could be placed before your Committee.

Firstly, the proposal had to be studied in the context of the master plan studies for the Toronto Island which are to be placed before your Committee shortly and secondly, an examination had to be made of this existing condition and use of the area being proposed as the new site for the Junior Club.

I can now advise that as the master plan studies are now being readied for presentation to your Committee, there is no conflict between this proposal and the intentions of the master plan. Further, an examination has been made of the existing plant material on the island and nothing of particular significance has been identified and the Island receives little use. Three adjacent islands have far greater vegetative significance and receive greater use.

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The proposal to relocate the Junior Club which, I would note to your Committee, involves sailing instruction programs for non-members as well as members, has considerable advantage in that small boats would be launched in sheltered waters removed from all other boating activities immediately adjacent to the Inner Harbour.

Discussions with the Club members associated with the proposal have indicated that, if the entire island is now leased to the Club, it will leave the south portion entirely in its natural state to form a buffer to the adjacent parkland area.

All of the foregoing will be illustrated on photographs and plans which will be available at your meeting. Those members of Committee who toured the Island by boat in 1982 will recall that this hazardous situation was noted on that tour.

It can therefore be concluded that the proposal received from the RCYC is not inappropriate. It is felt that the modification required to the existing lease should be under the same terms and conditions that pertain to that lease and that no compensation should be payable for any improvements made to the site. Further, in order to consolidate the amendments required to the lease a new legal survey should be prepared at the sole cost of the RCYC for the purpose of the requested amendment.

Accordingly, it is now recommended that:

1. the proposal outlined in the communication from the Commodore of the RCYC be accepted;
2. the required extension to the lease of the RCYC for the purposes of the proposal be approved under the same terms and conditions as that of the existing lease and subject to:
 - (a) the Club agreeing to leave the area at the southern extremity of the additional area in its natural condition; and
 - (b) that no compensation would be payable upon termination at any time during the lease period, for improvements made by the Club on the extended lease property;
3. the RCYC provide at its sole cost a new legal survey and description of its entire property for the purpose of consolidating the new lease; and
4. the appropriate Metropolitan Officials be authorized and directed to take the necessary action to give effect thereto.

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31. Letter from Larry Field, Manager, Planning and Environment Section, the Metropolitan Toronto and Region Conservation Authority (dated April 17, 1984).

"The staff of the Authority have reviewed the Central Waterfront: Final Recommendations and provide the following comments for the Land Use Committee's consideration prior to adoption of the report.

The report and its recommendations appear to have clarified our original concerns on:

1. waterfront access policies,
2. GM zoning definition,
3. references to the Planning Process for Aquatic Park and the terms: preservation vs. protection of the Environmental Resource Area.

However, we present the following comments on two areas of concern:

1. Hazard Lands along the waterfront, and
2. Environmental Resource Area designation and G zoning of Aquatic Park.

Hazard Lands

The Authority notes that the recommendations do not recognize the existing flood hazard along the waterfront which has been agreed upon by the City, the Ministry of Natural Resources, Ministry of Municipal Affairs and Housing and The Metropolitan Toronto and Region Conservation Authority in the Lower Don Damage Centre. The explanation for this omission occurs on Pages 31 - 32 of the report of which we note two comments in error.

The Provincial Floodplain Criteria are in force and currently require the recognition of flood hazard areas in planning documents. The Provincial criteria were re-affirmed and issued as a statement of government policy in September, 1982. The approved policies also state that "The regulatory flood for designation of floodplains in Ontario is defined as the Regional flood or the 100 year flood, whichever is greater". It should be noted that the "Regional Flood" for The Metropolitan Toronto and Region Conservation Authority reflects the utilization of Hurricane Hazel as the storm and flood of record.

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Environmental Resource Area designation and G Zoning for Aquatic Park

Map 1 continues to designate a substantial portion of Aquatic Park as An Environmental Resource Area including a substantial water area yet to be filled. The Environmental significance of the future landfill areas cannot be determined at this time. On Pages 75 - 77 of the report indicates that the use of the "zig-zag" lines enables further, more precise definition "in the context of the overall plan" for Aquatic Park. This conceptual approach may have some merit.

The translation of the Land Use Official Plan boundary between the "Open Space" and "Environmental Resource Area" translates into a rigid zoning line, on Map F2 which is of concern to the Authority with respect to the planning and implementation of the Aquatic Park Master Plan. In addition the proposed zoning continues to zone water areas on the endikement side while only zoning land areas on the northern part of Aquatic Park.

It is the position of the Authority that the land uses for Aquatic Park will be determined through the preparation of a Master Plan. It is recommended that the City defer zoning the area until completion of the Master Plan which is expected in 1985. In the interim, the City could consider the use of a "holding zone" pending resolution of the future uses of Aquatic Park.

We appreciate the opportunity to submit our comments to the Land Use Committee and are willing to work with City Planning Staff in resolving the above points."

32. Letter from Peter Barber, National Yacht Club, dated April 17, 1984.

"The National Yacht Club would like to comment on the specific aspects of the above Report which is being considered by the Committee at your meeting of April 18, 1984.

The National Yacht Club was founded in 1892 and has been located at its current site west of Stadium Road since 1916. With nearly 70 years of continuous tenure, the Club is obviously anxious to retain its presence in this location. We are currently in negotiation with the Toronto Harbour Commission to achieve an agreement meeting the mutual needs of both the Harbour Commission and the NCY. These negotiations are currently underway, but are far from complete.

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The final recommendations of the Report contain briefs that relate to the National Yacht Club. These briefs are contained in Section 5.A.22 to 5.A.26, on pages 90 to 92.

The National Yacht Club does not wish to object to these briefs, but wishes to bring to the attention of the Land Use Committee that if the NYC is not able to achieve a reasonable agreement with the THC, then it reserves the right to object to the relevant recommended changes to the Final Plan at later stages of the process, as well as to the site's specific rezoning of these lands as these may occur."

33. Letter from Murray F. Blankstein, Barrister and Solicitor, on behalf of Nuko Investments dated April 18, 1984.

"I have been asked to make the following submission to you with respect to the Central Waterfront: Final Recommendations on behalf of my client Nuko Investments Limited, the owner of the lands and premises at 130 Queens Quay East located at Queens Quay and lower Jarvis Street.

While we understand the change in the Committee's recommendations for the East Bayfront area from comprehensive redevelopment for housing, non-office commercial and compatible industrial uses to industrial use with some commercial uses, we do not believe that this Section of your Report recognizes the realities of the market or reflects the broader interest of the City as a whole. We read the submissions of Redpath Sugar, Victory Soya Mills, Canada Maltings, the Toronto Star, and CN and CP Rail. We understand their concerns about having families and in particular families with children living close to their plants. The three mills require dockwalls, the railways are required to serve the mills and the Toronto Star also has good reasons to be located where it is.

When it comes to the other industries in the area a different set of criteria takes prominence. I speak on the basis of personal experience with the two industrial tenants in my clients building, namely Ramset Limited and Fine Papers Limited-Wilson Munroe. I expect that the criteria which is important to these two would apply in general to most other industries.

There is a limit to what industry can afford to pay for accommodation. A major part of the cost of their accommodation is industrial realty taxes and business taxes. Industrial realty taxes in the City of Toronto were \$1.42 per square foot per annum. The next highest in the Metro Region was the City of York at \$1.18 per square foot. \$1.05 in Etobicoke, down to 56 cents in

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Mississauga and 49 cents in Markham (1). In addition to the high taxes the East Bayfront Area has the highest industrial assessment values of any industrial area within the City of Toronto (2). Since business taxes are based on assessed value, industries in the East Bayfront pay proportionately more business taxes than in any other industrial area within the Metro Region.

Last year, the realty taxes levied against my clients property was \$74,000.00. Business taxes were another \$44,000.00 for a total of \$118,000.00. As a result Ramset Limited, whose lease expires at the end of May this year, advised my client that it was simply not economic for it to remain in the premises and they advised that they were looking at alternative locations. In order to entice Ramset to stay, my client had to compete against rentals and tax rates in the outlying areas by cutting the renewal rent and agreeing to pay a portion of the realty taxes which would normally be paid by the tenant on a net lease. As it was Ramset only agreed to a short term lease although my client wanted Ramset to sign a long term lease.

Fine Papers-Wilson Munroe has found other premises outside of the City and as soon as it sells its building at 200 Queens Quay East it will be moving out. They have been looking to sub-let their premises in my client's building and we have been assisting them in that endeavour but so far no one has shown any interest although the building is a superb quality industrial building.

Section 3.4 of the Recommendation sets out the points in favour of the retention of industry in the East Bayfront Area which are supposedly the reasons as to why it may be an alternative location for other industrial firms to establish themselves in. None of the first five points (a) through (e) on pages 53 and 55 of the Report, offer any advantage that isn't available in most other industrial areas within Metro except for dockwalls which are now fully utilized by the three mills and the Railways. With respect to the other two points, it seems evident that notwithstanding the implementation of your Recommendations, industrial jobs will be lost if industry finds it cheaper to locate elsewhere within the Metro Region. Insofar as protection of the Port Industrial District is concerned it can be protected by way of zoning and the construction of appropriate buffers at the east end of the Bayfront Area. In fact the narrow configuration of the landform between the water and the Gardiner Expressway at the east end of the Bayfront forms a natural barrier to the Port Industrial District.

The Recommendations are totally silent on the points which do not favour the retention of industry in the East Bayfront Area. The two major factors are, firstly the highest realty and business tax rates in the Metro Region which I have already discussed and

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secondly, the additional and high cost of undertaking any construction in the East Bayfront Area. The land in the East Bayfront Area is all land fill in what was once lake and therefore substantial piling down to bedrock is required for all construction. This adds at least \$5.00 per square foot to construction costs which is not a cost factor found in the other industrial areas of the Metro Region save for the Port Industrial District. The irony of this is that the higher foundation costs are a further factor in increasing the assessed values for realty tax purposes.

The reality of the situation, which the Final Recommendations ignore, is that because of the highest realty taxes and construction costs in the Metro Region, the East Bayfront Area cannot compete as an industrial area as things now stand. It is naive to think that retaining the industrial zoning for this area by itself will keep it a viable industrial area. It will not. If the City wishes to retain industry and indeed encourage industry to move into the East Bayfront Area then it will have to find ways to reduce the realty assessments and realty taxes for those industries, so that their accommodation costs are competitive with those of industries located elsewhere in the Metro Region. Anything short of what will ultimately result in vacant and rundown industrial space which may be what the three mills and the Railways want, for as Redpath said in its written submission to you, dated June 21, 1982, "No Neighbours Make the Best Neighbours".

My client has a major investment in the East Bayfront Area. It wants to see its property properly utilized. If in the wisdom of the City Fathers, it is to be industrial, then my client wants its building occupied by good, sound industrial tenants. If the property is to be put to some other use, then my client wishes to make the best possible use of it in accordance with such use. What my client does not want and what we will work to prevent is having the property stand vacant or put to a minimum of secondary use whereby it cannot economically be maintained in first class condition.

Knowing the limitations in your mandate, I wish to state that my client can accept and will welcome the proposed recommendations for the East Bayfront Area if they go hand in hand with a reduction in taxes so that the area can compete on an equal footing with the other industrial areas in the Metro Region. If your policy is to succeed it must be brought out of the ivory tower of the planners office and committee room to face the reality of the market in our mixed economy. The East Bayfront Area is a classic example of where a zoning policy, if it is to be made to work, must go hand in hand with a change in taxation policy.

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If the City Fathers in their wisdom do not see fit to adopt taxation policies which support and foster an industrial strategy for the East Bayfront area then perhaps this Committee should consider other forms of commercial use which could be compatible with industry and in particular the three mills, the Toronto Star and the Railways but which can afford to pay the higher tax costs and construction costs found in the East Bayfront Area. Perhaps a higher density mix of industry, office and other commercial uses is the appropriate solution being compatible with the mills, acting as a buffer with the residential area to the north and at the same time encouraging more public access to the waterfront without the perceived problems of having residential units near the mills.

It is obvious to us that with regard to the East Bayfront Area, you acceded to the concerns of the mills, the Railways and the Toronto Star without considering the basic problem to which I have referred that industry in general has with the Area, a problem of which I and my client have first hand knowledge, nor have you considered the long term effect on the City and the overall plans for the Central Area and the Waterfront. I hope that I have made my point and that you will take another hard look at your Recommendations and that in the end, policies will be adopted by the City, which will result in a healthy East Bayfront Area."

(1) Toronto. Real Estate 1984, industrial.commercial, investment, Toronto Real Estate Board.

(2) Regional Assessment Office

34. Letter from A. H. Jenkins, Executive Director, Ontario Sailing Association, dated April 17, 1984.

"Again the Ontario Sailing Association has the privilege of responding to the Central Waterfront Planning process and now to the final recommendations issued for discussion at the Land Use Committee of the City of Toronto.

It has been nearly ten months since groups were asked to respond to the Official Plan recommendations, and having reviewed the overall planning pattern, it is apparent that the process has accomplished a good multi-use position to the many interest groups.

As representative of the sailing community throughout Toronto and region, indeed all of Ontario, the Ontario Sailing Association

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speaks for over forty clubs and sailing schools in the Toronto region alone and is the voice of over 210,000 recreational sailors along the Lake Ontario Shoreline.

The final recommendations are gratifying in that a greater aquatic recreational identification and opportunity is presented to all aquatic activities, especially to the future of sailing and recreational boating activities in the Central Waterfront.

It is encouraging to see a specific Zoning G.M. introduced for General Marine activities. The caution is that it should not be of such a nature that it would isolate the users of this zoning from an easy accommodation with the general public and other compatible land use opportunities.

It is gratifying to note also the accommodation of the existing recreational facilities at National Yacht Club and Alexandra Yacht Club on Stadium Road. These clubs have a venerable history of service to the City of Toronto both dating back to the turn of the century. Indeed, the National Yacht Club is one of the largest Yacht Clubs in Canada.

The heritage of sailors along the Central Waterfront of the City has always recognized the natural aspects of our environment and considered them assets. This plan speaks to that end and has intertwined the recreational environment with nature wherever possible.

Perhaps that is why it is disturbing to see this notion not fulfilled in the Outer Headland area. In our last report, and as was repeatedly raised at Central Waterfront Planning Committee Meetings, it is unfortunate to see a distinct line drawn, albeit zig-zag, separating the Open Space and the Environmental Resource Area.

The view expressed by the Ontario Sailing Association and other groups was that the line was arbitrary and was creating a disproportionate amount of Environment Resource space as compared to Open Space. This must be amended.

The Outer Headland for Aquatic Park is for the use of all the people of this City and an intermingling of each use should be able to create pockets, and sections of each usage within the other. It should not be a specific line. Indeed, many shorelines would be lost to recreational use on the North Shore whereas the South Shore could be used more as a natural setting. Greater consideration must be given to this point especially when the sailing facilities at Aquatic Park Sailing Club already are partially located in the Environmental Resource Area.

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Easy car access and parking also must be made available to the general public on Aquatic Park with due heed to the Environmental concerns of the area. Access must be made easy so that the area will be used to the best use of its attributes.

In the area of public access for new sailing facilities, the Ontario Sailing Association and its clubs and schools, continue to be concerned about the fact that this issue previously raised has not been altered in the final proposals. In the earlier interpretations, the issue was addressed but those accommodations were not brought forward for inculcation into the final proposals. This subject could be a serious issue should injury, breach of security of property, or public liability actions be invoked against the User Groups, i.e., sailing clubs, or the City itself due to an uncontrolled situation.

Likewise the public access to the first floor of buildings, be they sailing clubs, or whatever, poses the same hazard. These two subjects should be addressed along with the proposed 7 Metre "Promenade" Water Access across the front of new club facilities. The concern of the User Groups, as a responsible tenant, is vanquished, should children or other persons injure themselves or fall into the water. These are not shallow shorelines in most cases, but deep water dock walls.

In conclusion, Mr. Chairman, the City can count on the responsible role of the sailing community to be good stewards of our waterfront. As in the past, our future will be exemplified by the Tall Ships display in July of this year. This spectacle will be guided by the planning of thousands of sailors from the Toronto Waterfront.

Thank you for the attention of the Land Use Committee to our concerns, now as in the past."

35. Letter from Roger Powley dated April 24, 1984.

"The brief enclosed is a shortened version of what I would have liked to expressed to the Land Use Committee on the 18th. Unfortunately I was called into work at the last moment and was unable to attend the meeting.

The Spit is the only park in this city where the anticipation and excitement of seeing wildlife I have never before looked at is possible. It must be kept in a natural state. It would be a terrible loss to make compromises on this very important area. I lived for 6 months in Algonquin Park and found the appeal of the place was the fact that I might see an animal which I had never

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seen before such as a flying squirrel or wolf. The intrigue is the same for the Spit but with bird and plant species.

The only logical reason anyone would want to destroy this park is because of profits. Keep people motives in mind when making important decisions.

Recommendations to Central Waterfront Planning Committee from R.G. Powley.

It is imperative that the eastern headland be designated as an environmental resource area. Boats and cars can only have a negative effect on this unique environment. Gasoline engines used for mooring boats will undoubtedly leak fuel into the water. This will kill invertebrate life on the beaches destroying feeding areas for shorebirds. Shorebird feeding areas are very rare in this area and the eastern headland offers a habitat where no other exists. If the shorebirds leave so will the predators that prey upon these birds. Birds such as the peregrine falcon which has been seen hunting along the shorelines are on the endangered species list and will become extinct if we do not change some of our present attitudes towards protecting the habitats where they hunt and feed. A few boat salesmen should not influence any concerned environmentalist or people who are concerned with the quality of our city's resources."

36. Copy of a letter from Betty and Doug Price, dated April 12, 1984.

"We wish to let you know of our concern about the future of the Leslie Street Spit. We want it to be preserved as is because:

1. One of a kind - priceless urban wilderness - left alone it will improve each year.
2. It is the only section of Toronto's waterfront still in a wild state. The rest has been programmed, manicured, paved over, or commercialized.
3. We don't want a development there - development means buildings roads, parking lots, marinas, theme parks, etc.
4. It is a natural development, though only one of its kind, a learning place for all ages - and no one has to have a car or cottage to enjoy the wilderness. Please leave it wild."

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37. Letter from Miss Gladys Ray dated April 9, 1984.

I understand a meeting is to be held at City Hall on Wednesday, April 18, when plans for the Leslie Spit will be presented. Not being able to attend I hereby express my protest against any development of The Spit which will involve large expenditures for Tax Payers, as well as destroy what could be a beautiful wilderness park, for wild life as well as humans.

Toronto Waterfront does not need development of another sports and playground. The Waterfront from Scarborough Bluffs to well beyond the western City Limits has many Boating and Playground facilities.

Let those of us who enjoy the nature of wildlife have one place where we can roam amidst the wonders of nature - have our own Point Pelee. What an asset that would be to the Waterfront.

Let Toronto have such an environment - a place where children and adults alike can enjoy the wonders and mysteries of nature, where footpaths only will be necessary.

Save the Spit"

38. Letter from T. F. Chandler, Vice President, Manufacturing, Redpath Sugars (undated).

"The East Bayfront has been the most controversial segment of the Report on the Central Waterfront and as Redpath's Refinery is located in that district, we have followed closely the events leading up to the Final Recommendations Report.

The Planning and Development Department are to be congratulated for their thorough review of the proposals, particularly their summary on East Bayfront and their recommendations that "reflect the need to preserve industrial jobs", by maintaining the East Bayfront as an industrial area. We offer every encouragement to the City in their efforts to attract new jobs to the East Bayfront which in the report is described as "a well-defined area for continued industrial use".

Coincident with Toronto's Sesquicentennial is the 25th Anniversary of Redpath's Toronto Refinery. A report such as the one tabled here, helps us gaze into the future with every confidence that Redpath will enjoy a spot on the improved and prosperous Toronto Waterfront in another 25 years."

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39. Letter from Albert Roffey (undated).

"I am in favour of retaining the Leslie Street Spit as an environmental preserve to remain in a wilderness state."

40. Letter from The St. Lawrence Neighbourhoods Association (undated).

"The St. Lawrence Neighbourhoods Association (SLNA) wishes to address three aspects of the Planning Department's Final Recommendations for the Central Waterfront, and more specifically, especially those recommendations affecting the East Bayfront and Port Industrial Districts.

Firstly, the SLNA is on record (Appendix B, submission number 29) as supporting the previous proposals for housing in the East Bayfront district. Although we can sympathize with the economic reasons for changing these proposals, particularly the loss of industry and jobs, we are disappointed at the current recommendations. As neighbours of this area, we would still prefer to see housing in the East Bayfront.

Our major concern with the "Recommendations" as they stand, is the Planning Department's proposals for the "Intensification" and "strengthening" of industry in the East Bayfront and Port Industrial Districts. As has been noted in a number of documents, the St. Lawrence Neighbourhood already has problems with pollution. Residents of the community now feel threatened by a proposed further expansion of industrial uses.

If the zoning for the East Bayfront district is to remain industrial, we would like this zoning to permit only the lightest industrial uses. We also desire that in allowing the intensification of industrial use in this district, that no increase in adverse environmental impact on the St. Lawrence neighbourhood be permitted. We need to see assurances on this reflected in specific environmental criteria.

It is also Council's policy that the Port Industrial District be strengthened (page 96). Obviously, the City needs to retain industries which are part of its economic base. The strengthening makes sense to us until we consider the potential for further pollution of our neighbourhood, especially when the report contains a reference to a number of industries involved "in the processing, recycling or storage of raw and other materials, and for which Council will designate heavy industrial areas." (Page 96.) We would like to see no more heavy industrial uses, or for that matter lighter uses, which will add to our pollution from the

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Port Industrial District. In short, we would like to think of our neighbourhood as being a kind of "Environmental Resource Area" - e may not be "unusual, rare or significant, but we are environmentally sensitive and still need protection.

In the St. Lawrence Neighbourhood, we have proven the critics wrong - we have not become a slum. Our efforts are, in fact, backing up the City's housing policies. We want to ensure that our neighbourhood is never beset by the health hazards that are plaguing other Toronto neighbourhoods, and presenting the City with massive planning and health problems.

The third section of the recommendations that interests us is the plan for the improvement of public access to, and in the Central Waterfront. The report summarizes Official Plan proposals for a network of pedestrian and bicycle paths and improved north-south access between the Waterfront and the rest of the City. Improvement of the Waterfront and access to it are very important to us. In this respect, we are encouraged by the report. We currently enjoy walking to the water and watching the unloading of ships and other activities. Residents also want to be able to bicycle to and from the Waterfront and along it in both directions - safely. Presently walking and cycling are difficult. It is not clear to a visitor to the East Bayfront area, for example, where they are trespassing and where they are welcome. In fact, at this point, we probably do not have legal access to the waterfront, and we would like proper access as soon as possible. We would also appreciate some immediate work done to improve pedestrian and bicycle connections between East Bayfront and the Outer Harbour Headland, the Island ferry docks, and Harbourfront. We are very willing to contribute to discussions concerning these accessing plans.

The St. Lawrence Neighbourhood and the SLNA are very anxious to continue being involved in both the issues of environmental protection, and the accessing of the Central waterfront to the rest of the City. We thank you for your time and consideration."

41. Letter from Barbara and Wes Sumner dated April 14, 1984.

"I wish to add my views to the Public Voice regarding the "future" of the Leslie Street Headland.

A decision to have the Spit designated as it is for preservation is very important because:

- Left as is, there is no further cost to taxpayers - ours to visit and enjoy in its natural state.

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- As an urban wilderness which will improve each year, it offers a unique natural environment for both children and adults to learn the wonders of nature.
- It offers easy, inexpensive access to all who visit from our City - no car required - just the TTC or Go Trains - enjoy!!
- It's the only portion of Toronto waterfront still in a "wild" state - this is unique to all of us now - think what it will mean (indeed perhaps of more importance) to generations to follow - ours, yours - great and great, great grandchildren."

42. Letter from The Toronto Harbour Commissioners dated April 16, 1984 to the Land Use Committee

"I am pleased to submit on behalf of The Toronto Harbour Commissioners our comments on the Central Waterfront: Final Recommendations report which is to be considered as a deputation item at the Land Use Committee meeting of April 18, 1984.

We regret that the timing of the release of this report was too late to permit us to submit a written brief prior to the meeting of the Land Use Committee.

After reviewing the report in the brief time available to us since its release, we wish to express our appreciation to the staff of the City Planning and Development Department for the extent to which they have attempted to accommodate the previous concerns of the Commissioners submitted in response to the Proposals Report. As will be noted from the brevity of this submission, many of our previous concerns have been satisfactorily resolved and it would appear from a meeting we held with City planning staff last week, that there does not exist any major differences of opinion in the remaining items dealt with in the following brief.

We wish to submit for your consideration the following suggested improvements to the Final Recommendations report:

1. We recommend that Section 5.A.7(a) on page 84 be amended so that pedestrian and bicycle routes "along the mainland shoreline" are subject to the same exceptions for industrial uses as indicated in Section 5.A.5(b).

2. While we recognize that the wording of Section 5.A.16(a) on page 88 deals only with the policy of Council to encourage the Commissioners to take certain actions, we are concerned that the proposed wording could be construed to suggest that the

Commissioners should turn away industries who do not require direct access to shipping facilities in order to maintain sufficient land to accommodate both present and foreseeable future port needs in the Inner Harbour. On the other hand, it is logical that the Commissioners would accommodate a port user in the Inner Harbour on an existing dock wall if a suitable location was available before undertaking new dock wall construction in the Outer Harbour. We therefore recommend that Section 5.A.16(a) be amended to read as follows: (a) to encourage the Toronto Harbour Commissioners to locate uses requiring direct access to shipping facilities in the Inner Harbour portion of the Port Industrial District, if suitable locations can be found for such uses.

In Section 5.A.16(b) we request that the words "and require a City location" be deleted. The nature of the competitive market for port uses is such that it would be virtually impossible to prove that a port use requires a location in the City of Toronto. In all such cases we are competing with neighbouring ports, including Oshawa and Hamilton, and the locational decision by the port user depends upon the balance between the higher land and tax costs in Toronto versus higher transportation costs from the other ports to service the Toronto market.

3. In clause (ii) of Section 5.A.23 on page 90 we request that the word "industrial" in the first line of the sub paragraph be replaced with the word "residential" (see page 44 of the report).

4. While we appreciate that the wording in Section 5.A.25 reflects current usage of Official Plan language, we would request that consideration be given to making the passing of by-laws to permit 3 times coverage mandatory once the conditions in Section 5.A.26 on page 92 have been met to Council's satisfaction.

5. We recommend that the section starting with "except that ..." to the end of the clause in Section 5.A.29(c) on page 93 be deleted. The Commissioners are committed to co-operating with the City in the development of Part II plans for the central Bayfront, and would recommend that the outcome of that process for Marine Terminal 27 not be pre-judged before the Part II plan has been undertaken.

6. For the reasons set out under item 5 above, we would request that the portion of Section 5.A.30 on pages 94, 95 and 96 commencing with "It is the policy of Council to pass by-laws in the area bounded by Bay Street, Harbour Street, Yonge Street and Queens Quay ..." to the end of the section be deleted.

7. While we are prepared to accept at this time the major change in the thrust of Section 5.A.31 on page 96 dealing with the East Bayfront, we believe the intent of this section would be improved

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if it incorporated the proposed study under Section 4.4.1 on page 118 of the report. We would therefore recommend that Section 5.A.31 be expanded to reflect the intent that existing industries will be encouraged to remain within the district and that no residential uses will be allowed, but that at the same time it is recognized that the premium payable in taxes, foundation costs and land values make this area unattractive for new conventional industries in comparison to other available industrial lands in the central waterfront and elsewhere in the Toronto region. This section should therefore indicate that it is the policy of Council to encourage existing industries to remain in the East Bayfront, and that it is the policy of Council to work with the Commissioners, the Province of Ontario and other land owners in the East Bayfront in carrying out a study to identify those land uses which will be suitable in the area having regard for:

- (a) the compatibility of any land use with existing industries in the area;
- (b) the economic viability of the various uses considered, taking into account taxes, foundation costs and land values;
- (c) the location of the lands near downtown Toronto and the waterfront;
- (d) the impact of the land uses considered on the transportation system inside and outside the area.

It is respectfully submitted that a precedent for this approach has been set in Section 5.A.39 on page 99 for the Outer Harbour Headland and in Section 5.A.44 on page 101 for the Exhibition district.

8. It is recommended that the words "including boating" be deleted from Section 5.A.34(a) on page 98, since this is a carry over from a previous Council direction which has been superseded by subsequent events.

9. On the issue of Cm zoning in Section 4.3.2. on page 115, we have requested assurances from City planning staff that the business operations related to recreational boating included in the expanded zoning definition, such as boat repair, boat storage and boat rentals, will continue to be permitted uses in I.3 and I.4. areas. This will avoid the need for such uses to obtain a rezoning in the event that they are not located within a marina.

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Our discussions with City Planning staff on the issue of Gm zoning indicate that we have as yet been unsuccessful in finding a satisfactory solution to the legitimate concerns surrounding this issue. The problem of incorporating the new zoning category is the length of time which may be required in a rezoning to permit a new recreational boating use, since the Outer Harbour Headland is the only area designated Gm which is not currently in use for this purpose.

Conversely, the Commissioners' suggestions designed to resolve the concerns of the City regarding the land based facilities connected with recreational boating have not proven satisfactory to City planning staff. The suggestions included the treatment of marinas in a manner similar to that proposed for moored vessels in Section 5.A.17, or alternatively that the proposed Gm uses be incorporated in G zoning and that the latter continue to be permitted uses within other zoning categories.

We would hope that our discussion with City planning staff can continue in view of the consensus which exists on the nature of the problem. In the event that a solution satisfactory to both parties cannot be worked out, we would be prepared to consider withdrawing our previous objection to the proposed Gm zoning category without prejudice to the Commissioners' jurisdiction over matters related to shipping and navigation.

We would request that the Committee refer our comments to the Commissioner of Planning and Development and that the Commissioners officials be given an opportunity to discuss the matters raised in this submission with City planning staff."

43. Letter from Mr. C. R. Brown, General Manager, Toronto Harbour Commissioners, dated May 25, 1984.

"The Toronto Harbour Commissioners by this letter formally make an application for the rezoning of its existing lands and future lakefill site in the Stadium Road area. In order to assist you in preparing your upcoming report on the Central Waterfront Official Plan, we are submitting to you at Ms. Neumann's request preliminary draft copies of various reports and plans prepared by our consultants, Coombes/Kirkland/Berridge. We recognize that not all the information you require is contained in the forwarded material, particularly the necessary environmental impact analysis. We anticipate however that a complete finished report will be available for you and the Land Use Committee by June 1st, 1984. For your benefit, however, I would like to review the current status of the Yacht Club Relocation Plan.

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The membership of the Alexandra Yacht Club and the board of the National Yacht Club have adopted the draft resolution attached to this letter. Approval of the membership of the NYC of the relocation plan is anticipated at their forthcoming meeting of May 28th, 1984. It is our opinion, as explained in detail in the attached draft reports, that the agreement with the yacht clubs satisfies the requirements of Section 5.A.26 of the Central Waterfront Official Plan: Final Recommendations.

With respect to the matter of lakefill and the requirements of Section 4.2.3 E of the Official Plan document, we will shortly be forwarding to you an environmental impact analysis. Our marine engineering consultants, Stevenson Hluchan Associates Ltd., have already met with representatives of Environment Canada and the Ontario Ministry of the Environment and have indicated that, subject to following appropriate lakefill procedures, no unacceptable environmental impact is anticipated.

This application for rezoning therefore requests a change from the current zoning C.3 V.3 to the zoning contemplated in Section 5.A.25 of the Official Plan. We and our consultants would be happy to work with you to determine the appropriate form of the rezoning by-law, which might be the subject of a later report.

We recognize that this request for rezoning is of course conditional upon submission of full and satisfactory supporting material. Our intention in communicating with you at this time is to permit you to reflect both this application and the current status of events in your upcoming report.

We would like to thank you for the considerable assistance you and your staff have shown during the course of our preparation of the Yacht Club Relocation Plan."

44. Letter from Jamie Smith, Toronto Island Residents' Association dated April 18, 1984.

"We are pleased with the final recommendations of the Committee. The present residential, park and boating uses of the Islands are preserved in a secure and compatible fashion. We are encouraged by the commitment to reliable transport, increased winter use, and expanded environmental resource areas.

Considering the report as a whole, we commend the Committee for its thoughtful balancing of residential, recreational, and ecological needs with the commercial, industrial, and shipping activities which are so vital to the life of the harbour area."

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45. Letter from Mary Smith, President, Toronto Field Naturalists, dated April 18, 1984.

"The TFN is in support of the City of Toronto's commitment to the Central Waterfront, and we like the plan; however, we are still concerned about the following points:

- We look with alarm on the sudden change to approval of lakefilling. We believe that lakefilling is environmentally damaging and should be stopped. If the City of Toronto feels that it absolutely cannot do without the option of lakefill, we would like to see a strong statement in this plan showing that lakefilling will only be used, if at all, under specific circumstances which should be publicly debated in each case well before any decision to fill is made. The practise should be made as difficult as possible, and phased out as soon as possible. Alternatives to filling the lake must be examined and the impacts discussed. The City of Toronto owes much of its charm to Lake Ontario and has a responsibility to keep the lake clean and healthy.
- The lake itself as a natural resource appears to have been inadvertently left out of this plan. Perhaps the wording should include the lake as well as the lakeshore.
- Recognition is required of the shoreline as a natural corridor needed by plants and animals as habitat year round as well as during migrations.
- We are very suspicious of Map 10's "final" landform configuration as no proper public discussion of alternatives or effective armoring has taken place. Where, for example, are the underwater contours on the map, and the urban fill which will conveniently empty itself into the depths of the lake?
- We are pleased that the City of Toronto is restricting the Gm zone in recognition of the fact that the "get away from it all feeling" is crucial.
- Continued public participation has been the strength of this plan and we hope it will continue in an effective form."

46. Letter from L.C. Cwynar, Assistant Professor, University of Toronto, Department of Botany, dated April 17, 1984.

"I am writing in support of maintaining the Spit for its existing natural values. Although it cannot be denied that the Spit is an

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artificial, man-made structure, it also cannot be denied that the Spit has acquired an important natural values as a result of the plant and bird communities that have colonized the area. The Spit has become a popular place for birdwatching, both in the spring/summer and winter periods. This is an recreational aspect of the Spit which ought to be recognized.

The Spite is also an important outdoor classroom for the study of significant aspects of community ecology, e.g., succession, dispersal, colonization, and is therefore an important educational resource. I would like to see an educational facility established on the Spit for the use of students from all levels.

I strongly urge the Committee to recognize the natural values of the Outer Harbour Headland (Leslie Street Spit) and to commit itself to preserving those values."

47. Letter from Steven Varga dated April 18, 1984.

"I have been on the Central Waterfront Planning Committee for the past 7 years. As the youngest member on the Committee, this represents a quarter of my life.

The Central Waterfront Planning Committee has been an excellent exercise in public participation - involving interest groups from naturalists and ratepayers to chambers of commerce and boaters.

Unlike many other plans, public participation has been an integral part of the Central Waterfront Plan from its inception. I hope such public participation continues in the City's planning of other portions of Toronto, e.g., the Railway Lands.

Until the public was involved in the Central Waterfront Plan, many of the City planners and Council members were not aware that Toronto's waterfront sustains some of the most significant natural areas in our region. Nowhere else in the western portion of Lake Ontario can one see natural dunes, wet meadows chock full of rare wildflowers, and large nesting concentrations of such locally rare breeding birds as the Caspian Tern, and Common Tern.

A number of excellent planning objectives have come out of this long and at times contentious exercise. To me the most significant aspect of the Plan is its recognition that wilderness areas should be highlighted in the Land Use Plan as "Environmental Resource Areas". There are a number of excellent guidelines proposed to ensure the protection of these Environmental Resource Areas, e.g., the City will enter into protective management agreements with the owners of these lands.

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Unfortunately, an Environmental Resource Area designation becomes little more than an academic exercise if the City does not quickly enter into protective management agreements of these wilderness areas with the various landowners, e.g., Metro Parks, the Federal Government, Toronto Harbour Commissioners and the Metro Toronto and Region Conservation Authority. Some of these landowners are intending to or have already compromised some of the Environmental Resource Areas outlined in the Central Waterfront Plan. One can cite three recent examples:

1. Two years ago the Toronto Harbour Commissioners bulldozed a portion of the Airport Parklands designated Environmental Resource Area. This happened in flagrant disregard of the land use plan in the Preliminary Central Waterfront Plan to which the THC was a party to.
2. A boating club is right now endeavouring to lease from the Federal Government a portion of Ward's Island adjacent to the Eastern Gap. This land is designated an Environmental Resource Area. The club intends to bulldoze this wilderness area and put in a marina.
3. Metro Parks leases a Toronto Island meadow chock full of rare wilderness to a radio station. This station proposes to build new towers on the site, seriously degrading this meadow - the most significant natural area in our entire region. This meadow has also been designated an Environmental Resource Area.

I strongly urge the Land Use Committee to ask its planners to quickly enter into protective management agreements with the owners of the proposed Environmental Resource Areas. If the Committee waits until the Plan is officially approved before action is taken, we will have lost forever many of the City's most significant natural areas.

One problem with the public participation process is that at times one cannot get agreement on the more controversial issues. The Central Waterfront Planning Committee could agree on many items up for debate, e.g., the size and configuration of Environmental Resource Areas on the Toronto Islands or the need to encourage and protect industrial activities in the Port Industrial Area. However, we could not agree on the future of the Spit. When such a deadlock occurs, the staff should come out with their own recommendations. Unfortunately, the planners have been too timid in their recommendations. The most biologically significant portion of the Leslie Spit (Outer Headland) have been designated an Environmental Resource Area, but its zig-zag boundary makes the exact size of this Environmental Resource Area open to debate. The willingness of the Central Waterfront Plan to allow unlimited

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car access up to the mid-way portion of the Spit represents a serious intrusion into what is at present a weekend car-free people place. On a typical weekend the road along the Spit is filled with bikers, hikers and public transit vehicles - giving the elderly and handicapped access to the Spit. Will the public be able to get out to the wilderness portion of the Spit if the neck of the Spit is heavily developed for parking lots, marinas and other developments? I don't think so!

The weak proposals for safeguarding the natural beauty of the Spit plays into the hands of other government agencies all too eager to turn it into a glorified "Coney Island". For example, Metro Parks has been receptive to the proposal to build a marine theme village on the Spit - a wooden version of Ontario Place. The Metro Toronto Region and Conservation Authority has in the recent past clearly indicated its disregard for the wilderness aspects of the Spit. Its Aquatic Park Master Plan was designed by boaters for boaters. Naturalists were left with a miniscule natural area on the tip, while the majority of lands were devoted to parking lots.

I urge the Land Use Committee to designate all of the Spit an Environmental Resource Area. I do not believe it is asking too much to set aside one portion of the Waterfront, and leave it as is. There are more than enough areas along the waterfront set aside for formal parkland, theme parks, e.g., Ashbridges Bay, Mimico Spit (Humber Bay), and marinas. There are adequate areas for marina expansion along the North Shore.

In summary, the Land Use Committee should ask its staff to quickly enter into protective management agreements with the owners of the proposed Environmental Resource Areas. These owners include: the Metropolitan Parks and Property Department, The Toronto Harbour Commissioners, the Federal Government, and the Metro Toronto and Region Conservation Authority. The Land Use Committee should designate all of the Leslie Spit (Outer Headland) an Environmental Resource Area."

48. Letter from Victoria Carley, Landscape Architect, dated April 17, 1984.

"I realize that the Leslie Street Spit is a man made landform and that it was originally designed as the base for a waterfront park.

This knowledge does not lessen, in fact it increases my appreciation of its present condition. The Spit may not be "natural" but it is as good an example of the natural progression of plant habitats as we are likely to find in or near the City of Toronto. Every time I visit the Spit, I find something new to learn and enjoy in the plant life.

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In addition to the plants to enjoy and study, there are the many varieties of birds. I have seen species there that I would not have been able to see without driving a considerable distance. Bird watching is, as you may know, one of the fastest growing leisure time activities in North America. It is an activity open to all ages and economic groups. Unfortunately though, it often necessitates driving to special environments. The Spit is a prime bird watching area and is readily accessible to many more people living in Toronto than the Provincial Parks.

To let the Spit continue to evolve as it is will require the minimum of public expense. The bus service is a great assistance to many people, and the present level of security would have to be maintained. Further maintenance is minimal for a park of this size.

I can see the merit of reviewing the future of the Spit on a regular basis, perhaps every seven years. But in the meantime, I believe the Spit to be the most enjoyable and educational park in Toronto. Let us use it in its present condition and not be afraid to leave a good thing alone."

49. Letter from William H. Wright, Vice-President of Manufacturing, Victory Soya Mills, dated April 17, 1984.

"Victory Soya Mills, located on the southeast corner of Queens Quay and Parliament Streets, was constructed in 1943, a time when much of the East Bayfront did not exist.

Since that time, we have been an active and responsible member of the community.

We have observed and participated with other industries and concerned groups in the Planning process for a number of years.

We wish to congratulate the Commissioner and the staff of the Planning Department on the Recommendations contained in the Central Waterfront report for the Port Industrial and the East Bayfront area.

The City needs industrial taxes and the jobs that industry provides.

Industry, such as Victory Soya Mills, needs the waterfront location, the services, the transportation corridors, the labour market, and the industrial environment provided by our present location, without residential neighbours.

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Thank you for recognizing that fact in your recommendations."

50. Letter from Edward J. Waitzer dated April 16, 1984.

"I have reviewed the summary describing the final recommendations of the City's Planning and Development Department concerning the Central Waterfront. As a home owner in the St. Lawrence neighbourhood and active supporter of the development concepts espoused in that project, I am quite concerned as to the revised recommendation that the East Bayfront area remain industrial. As you should be aware, the easterly portion of the St. Lawrence neighbourhood is already subject to undue air, traffic and noise pollution. The logic of simply acknowledging those problems and, thereby, avoiding further residential development, betrays the original planning concept which attracted so many of us to the area. In the long run, I fear, it will lead to an erosion of community quality, which is gradually developing in the area.

While there is no need to remove existing industrial uses (except to the extent that they give rise to unacceptable environmental hazards), any efforts to encourage new industrial uses should be done with full regard for the major residential development adjacent to the East Bayfront. New industry, if any, should be compatible with the residential neighbourhood and should require full support from that neighbourhood.

I am sorry that I will not be able to attend your meeting on April 18th, but otherwise would be pleased to discuss my concerns with you further."

51. Letter from J. Anna Fraser, Walker, Poole, Milligan, dated April 24, 1984.

"Thank you for your kindness in permitting a representative of our group to make a deputation at the above-mentioned Land Use meeting. As I outlined to you, the Committee is co-chaired by Mr. Gerard McDade, National Secretary of the International Longshoremen's Association and the Honourable David Crombie. The Committee includes representatives of the Federal, Provincial and Municipal levels of government. Chairman Crombie, as you undoubtedly know, is a Conservative. Our other federal member is David Weatherhead, Liberal, from Scarborough East. From the Provincial Legislature we are fortunate in having as members, James Renwick of the NDP and Susan Fish of the Conservation party. Our Municipal Representatives are Jack Layton of Ward 6 and David Reville of Ward 7, as both these Wards are included in the Port area. Other members are Keith Dixon of the Canadian Importers Association, Gerard McDade of the International Longshoremen's

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Association together with representatives of Local 1842, Robert Gray and Tony Reddy, and representatives of Local 1869, Robert Butler and Lavern Turcotte. I was recently invited to become a member of the Committee as it was felt that it would be useful to have someone, who as an ex-City planner, would be familiar with municipal government and who is also a lawyer.

We make it a practice to invite representatives of the Harbour Commission and representatives of the City Planning Department to our meetings in order that most of the relevant parties will be fully aware of the on-going affairs of our Committee.

In very brief summary, it is the goal of our Committee to maintain and to expand the role of the Toronto Harbour as an active port with a capacity to handle sea-going ships, as well as Great Lakes traffic.

Some concerns of our Committee in response to the Final Recommendations report.

We are pleased that it is recommended that Council will recognize the Central Waterfront's function as a port in proposed Official Plan Amendment 5.A.1.

We are disappointed, however, that the primary goals as set forth in proposed amendment 5.A.2 do not mention shipping or the role of Toronto as an active port. We are somewhat encouraged by the fact that the further goals contained in proposed amendment 5.A.3, but we note that shipping and port activities are not associated with the Central Waterfront generally in this recommendation but are restricted to being located within the Port Industrial District. We are especially concerned as the only reference to transportation associated with the Central Waterfront area generally in 5.A.3 are those referring to rail and road.

"5.A.3 Council's further goal is to protect and continue to emphasize the important contribution of the Central Waterfront to the well-being of the City as the location of industrial jobs, public utilities and rail and road transportation corridors, and of the Port Industrial District as the location of commercial shipping activities, industrial job opportunities and heavy industry."

This omission, in 5.A.3 with regards to the Central Waterfront area generally appears to be inconsistent with references further in the recommendations. For example, 5.A.5(a) and (b) refer to shipping in the Central Waterfront area generally. 5.A.5(a) discourages the sale of water's edge land in the Central

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Waterfront area where such land is in public ownership, except for uses requiring direct access to shipping facilities. Section 5.A.5(b) suggests limiting parks in the Central Waterfront area where the land is designated as being industrial and should be reserved for shipping. We feel that it will be a matter of interpretation when the application of these proposed sections of the Official Plan is in issue. It is entirely possible that the policy statements contained in 5.A.5(a) and (b) will be relegated only to those lands lying within the Port Industrial District, as defined.

Section 3 of the Final Recommendations Report refers to "District and Site Specific Issues" and at page 53, with reference to the East Bayfront refers to shipping taking place both from the dockwall in the East Bayfront and the nearby active marine terminals. Proposed Official Plan Amendment 5.A.31 referring to the East Bayfront lacks any reference to the role of shipping. This further strengthens our concern that the implementation of the policies contained in 5.A.5(a) and (b) will be restricted only to the Port Industrial Area as otherwise Proposed Official Plan Amendments will not make specific area reference to shipping outside that area.

We note with approval that Proposed Official Plan Amendment 5.A.32 suggests that the Port Industrial Area be strengthened as an area containing port facilities and the dockwall sites. We are, however, concerned that this is a passive statement to the use of "containing port facilities" as opposed to an active supportive statement that would, for instance, suggest retaining, encouraging and expanding the use for port facilities and dock-wall sites. We are also pleased that Proposed Official Plan Amendment 4.2 recognizes the Port Industrial Area as an area with specific issues but, we again sense a secondary role where shipping uses are concerned. For example, proposed amendment 4.33 states "... it is the policy of Council that this area be maintained and improved for industrial and "as required" shipping uses,...".

Our recommendations with regards to the issues raised in this letter follow:

1. We recommend that Proposed Official Plan Amendment 5.A.2 containing the primary goals be amended to include the reference to shipping and port activities. we suggest an amendment as follows:

(x) extend and encourage the role of the Port of Toronto in the Central Waterfront as a centre for shipping and related industries;

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2. Should Council not recognize the role of the Harbour as a primary goal, we would expect, at the very least, in the further goals as set out in 5.A.3, that the role of shipping be recognized in the Central Waterfront area generally and not restricted to the Port Industrial Area.
3. We recommend that the Official Plan contain an active statement that Council will explore and support ways to increase the role of the Port of Toronto and we suggest that this active statement be reflected throughout the Official Plan by the removal of passive references and their replacement with active references to the role of shipping in Toronto.

We will be pleased to discuss these matters further with your Committee or with staff of the City Planning Department as required.

Should you have any questions, please contact me.

52. Letter from Peter Smith, Weir and Foulds, dated April 18, 1984.

"We act on behalf of Dylex Ltd. with respect to the above-noted matter.

We have been listed as a deputant to appear before Land use Committee today, April 18, to address the recommendations contained in The Central Waterfront: Final Recommendations report.

The solicitor who has been assuming carriage of this matter over the past two years is ill and unable to attend before Land Use Committee today.

Accordingly, we respectfully request that our deputation with respect to this matter be deferred until the next regular Land Use Committee meeting.

Thank you or your assistance in this matter."

53. Letter from G. J. Smith, Weir and Foulds, dated May 18, 1984.

"As you know, we act for Dylex Ltd., owners of the Tip Top Tailors building at 637 Lakeshore Boulevard West.

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We have been actively involved in the process leading to the publication of the Final Recommendations report over the past two years which have elapsed since the release of the Central Waterfront Proposals. We and our consultants have met with planning staff on a number of occasions and we have placed our concerns on record in two letters which are included in the appendix to the Final Recommendations report.

We are pleased with the progress that has been made in some respects; specifically, the recognition of the existing use of the building which is a combination of office, manufacturing and warehousing uses and the recognition of the historical value of the 637 Lakeshore structure.

However, we continue to have serious concerns with the recommendations contained in the Final Recommendations report.

The major concern is density. The existing zoning on the property is C3 V3 which permits 7.0 times density. The Proposals report had suggested reducing the density to 3.0 times. Despite our expressed opposition, the Final Recommendations report continues to recommend a 3.0 times maximum as of right (although staff have recommended that a future rezoning to permit up to 3.75 times coverage be allowed provided certain conditions are met, including the retention of part or all of the existing historical structure).

A density of 3.0 or 3.75 does not recognize the potential of this site. It has significant locational advantages, and has the potential to act as a western "anchor" to the Harbourfront and adjacent areas. To take advantage of this potential, development at 637 Lakeshore must necessarily occur at a sufficient density to permit it to achieve visual prominence and to generate sufficient activity that it will act as a magnet to encourage pedestrians to continue along the proposed waterfront promenade from Harbourfront on the east and from the Exhibition District on the west.

The site possesses a number of attributes which makes it desirable for development at this scale, including proximity to the lake and to the open space system to the west and access to existing and proposed transportation facilities in the Lakeshore corridor.

Enclosed with this letter is a package of material prepared by our consultants, including a memorandum from Warren Sorensen, an experienced City planner. Also enclosed is a series of conceptual drawings prepared by Curtner Brown architects which indicates how the above objectives could be achieved at a density of 5.5 times the lot area. The drawings indicate that an exciting and attractive development could be built at such a density while at

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the same time being compatible with the proposed Bathurst Quay development to the east across Stadium Road.

In our view, a development of this type would make an important contribution to the improvement of Toronto's waterfront by serving as an interesting focal point at the terminus of the Harbourfront area. This type of development would not be possible at the densities being proposed by City staff in the Final Recommendations report. We are of the opinion that a density of 5.5 times is more appropriate in view of the potential of this site.

On a related matter, we support the proposed Official Plan statements in Section 5A.23 that are permissive of mixed commercial-residential use. However, we believe that the proposed zoning for the site should be changed from an industrial-commercial IC zoning to a commercial-residential CR zoning with an industrial exception. This would recognize the potential of the property and indicate the City's intent with respect to its ultimate redevelopment.

Thank you for your consideration of this matter.

We urge your Committee to encourage the development of this site to its potential." (Attachment)

Memo from Warren Sorensen, Warren Sorensen Associates Inc. dated May 1, 1984.

"Staff of the City Department of Planning and Development have recently published their final recommendations regarding new Official Plan and Zoning By-law proposals for the Central Waterfront area. These include proposed changes in the provisions affecting the "Tip Top Tailors Building", the headquarters of Dylex Limited at 637 Lake Shore Boulevard West, and the associated property of some three and one-quarter acres.

At present, the property is designated as part of the Central Harbour permitting a wide range of commercial, residential, recreational and public uses. The existing zoning of the land is C3 V3, allowing commercial, industrial and other uses to a maximum density of 7 times the area of the lot.

The proposal outlined in the Final Recommendations report is that the land be designated as a mixed use area providing for both commercial and residential uses, as well as compatible industrial

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uses. Density of development would be limited to a maximum of 3 times the area of the lot, and could be raised to 3.75 by a rezoning which would take account of the historical aspects of the existing Tip Top Tailors Building by ensuring its preservation. A rezoning would also be required for the residential component to be developed. Accordingly, staff proposed that the property be zoned as IC D3 N3, allowing only commercial and industrial uses up to a density of 3 times the area of the lot.

I have reviewed the staff proposals in relationship to the characteristics of the property, the existing building and the surrounding pattern, both existing and proposed. I am in full agreement with the basic land use proposals of staff - a mixed use designation allowing for commercial and residential uses - but am of the opinion that the specific density limit which has been suggested by staff is unduly restrictive.

The staff have indicated that compatibility with adjacent Harbourfront development on Bathurst Quay, and the preservation and re-use of the Tip Top Tailors Buildings, are the principal considerations in establishing the density limit. While I agree that these are important considerations to be taken into account, along with others, I have concluded that the very severe downzoning (from 7 times to 3 or 3.75 times the area of the lot) is an over-reaction to these concerns. I feel that full and proper consideration can be taken of both the Harbourfront proposals and the retention of the existing building, without necessitating this very onerous density reduction.

With respect to density, it would first of all be recognized that this is a unique location in the Central Waterfront area. The Dylex property is the last privately owned development site on the waterfront for several miles in a westerly direction. The nearby expanse of public open space and of open water - to the west and south-west - offer extremely important assets for a major development of the site. To the east of Stadium Road, the Harbourfront development will extend along the waterfront towards downtown Toronto. As the western terminus of this area, the Dylex property marks the location where the character of the waterfront changes from an urbanized mixed-use area to open space and recreation. This makes the site an important focus of attention, one that can be effectively recognized as an anchor for the more intensively developed area.

In addition to the transportation advantages of proximity to major roads - Lake Shore Boulevard, the Gardiner Expressway and Bathurst Street - and public transportation services, the proximity of Toronto Island Airport with the proposed STOL services to Ottawa and Montreal is an asset which must not be underestimated in considering the future of the area.

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The existing Tip Top Tailors Building is a very substantial structure and an attractive landmark in this part of the City. The main building, with the west, north and east facades that represent the reason for the Toronto Historical Board's listing of the building, is located on the northerly half of the Dylex property.

The southerly half of the property accommodates the two storey "Annex Wing", a structure with no historic or architectural significance, and parking, shipping and receiving facilities. It is this portion of the property which is most appropriate and desirable for redevelopment, for residential and/or commercial uses.

Studies carried out by Curtner Brown Architects, on behalf of Dylex Limited, have examined the scope that is available for a sensitive and attractive redevelopment/re-use of the property. The studies have shown that it is possible to achieve what is, in my opinion, a building form that is compatible with both the retention of the architecturally significant main building and with the proposed Harbourfront development - while still maintaining densities substantially in excess of those proposed by the City Planning and Development staff.

With respect to Harbourfront, it is noted that proposals for the east side of Stadium Road involve the selection of a variety of housing types - from townhouses and stacked-townhouse to apartment buildings. Bathurst Quay presents a wide degree of flexibility for housing development, and the actions of the Harbourfront and City planners in allocating uses to the east side of Stadium Road opposite the Dylex property occurred in the face of the existing planning controls (industrial and commercial uses up to a density of 7 times coverage). Changes in land use - to allow for the introduction of residential and the phasing-out of industrial - will provide a very significant opportunity to improve on the relationship across Stadium Road over and above the situation contemplated at the time the Bathurst Quay plans were proposed. The severe downzoning of density is neither necessary nor desirable, in my opinion.

The Curtner Brown studies show that the design flexibility which is available, even at relatively high density, allows for variation in building form so as to create a pleasing relationship with the variety of housing-types proposed by Harbourfront.

In conclusion, it is my opinion that the density reduction proposed by City planning staff is unduly severe, and is not necessary to the achievement of stated objectives respecting the retention of the Tip Top Tailors Building and the compatibility with adjacent Harbourfront development proposals. Such

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restriction in density would prevent and restrict the appropriate development of a uniquely favoured property and should, in my view, be moderated.

54. Letter from G. White dated April 17, 1984.

"The following is my suggestion to you regarding the Leslie Street Spit and its use. I urge your Land Use Committee to keep the Spit as it is and forget about the theme park idea. A theme park on the Leslie Street Spit is indeed a multi-purpose project. It would absorb large quantities of tax dollars, attract hundreds of visitors with cars, and ultimately destroy an urban wilderness which is now enjoyed by non-polluting visitors - bikers, joggers and hikers. It's a unique natural environment for learning about the processes of nature, about how things change and evolve in the wild - a unique laboratory for children and adults to learn about our physical environment and no one needs a car or cottage to visit it.

I can't agree with the Aquatic Park Sailing Club that money should be spent to make sailboat facilities and nature trails on the Spit. Sailors are well served at the nearby Ashbridges Bay Yacht Club and the Bluffers Park Marina.

Its difficult to understand why Metro Toronto Council seems determined to spend large sums on "developing" the Leslie Street Spit. This is something the taxpayers don't want, taxes are increasing steadily and any further development such as this theme park would increase them further.

When you consider that most people want it kept as it is - in a Star poll 99% of respondents from all over Metro said, "Let it be". I cannot see Metro's view that it has to be developed.

Remember - leaving it alone costs nothing - and saves the many millions of scarce taxpayer dollars that development would cost."

55. Letter from Alec White, Past President, York University Biological Society dated April 17, 1984.

"With regards to the Central Waterfront Final Recommendations, I would like to state the opinion of the Biological Society in reference to the Leslie Street Headland. With all of the development of the Toronto lakeshore, we feel that the Leslie Street Spit should be left alone. Currently we have an unique piece of wilderness which greatly aids in the study of natural

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succession on waste lands. For members of the Society, we feel that the educational value behind the Spit far outweighs any plan for development.

Over the years, the changes which have occurred have allowed us to understand the early stages of succession. But the Spit has not completed its transformation from sandy beaches and piles of rubble to a mature forest eco-system.

In summary, we hope that the City will put forward the recommendation that the Spit be left alone. If compromises are to occur we suggest that the area north of the road be zoned as an environmentally sensitive area with no or extremely limited development. The area currently under construction could be developed as marinas, sailing schools, etc."

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Appendix C

Summary of the oral briefs presented to the Land Use Committee on April 18, 1984.

A full list of all the deputants who appeared respecting the Central Waterfront: Final Recommendations reports is given below. However, where the oral deputation was substantially the same as a written deputation from the same person or organization a reference to the written brief is provided rather than a summary of the oral brief. In all other cases a short summary of the oral brief is given here.

Deputants in order of appearance:

1. Pat Murphy, for Joyce Tyrrell, Association of Women Electors, see Appendix B.
2. Roy Merrens, see Appendix B.
3. Bob Jelovac, see Appendix B.
4. Lee Gold, Friends of the Spit, See Appendix B.
5. Lynn MacMillan, Federation of Ontario Naturalists, see Appendix B.
6. Pat Sheppard. He was very disappointed on two issues:

1. Landfill policies:

He stated that the planners claim the revised policies are not very different. However, the original policies only allowed filling in extraordinary cases. The new policies would see Council no longer opposed to filling.

Also, he felt that Council is giving up good environmental assessment requirements.

Because he was concerned over the Toronto Harbour Commissioners' intentions regarding filling, he felt the fill policies should be very restrictive.

2. Gm zoning on the Spit:

He would like to go back to the restrictive G zoning on the Spit because:

- a) He doesn't believe the THC's plans as shown are really final.

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- b) The representatives on the Aquatic Park Task Force, i.e. Metro, the THC, Provincial Agencies, are groups the City has fought in the past. Using a less restrictive zoning seems foolish to him; the City should keep all its tools.
- c) The land which will go to the Conservation Authority has not yet been transferred to them.

For all these reasons he would like to wait for the Authority's plan and in the interim have a G zoning.

Lastly, he wanted to see the North Shore secured for boaters.

- 7. Ian Brown, General Manager, Toronto Harbour Commission. See Appendix B.
- 8. Gail Cox. She wanted to see the Outer Harbour Headland kept the way it is.
- 9. Mr. Blankstein, for Nuko Investments Ltd. See Appendix B.
- 10. Mr. Angevine, Toronto Board of Trade. See Appendix B.
- 11. Robert D. McCluggage, Redpath Sugar, filed a submission from T.F. Chandler. See Appendix B.
- 12. Malcolm Gilbert. See Appendix B.
- 13. Bill Wright, Victory Soya Mills. See Appendix B.
- 14. Gavin Millar.

He is interested in environmental issues but usually leaves the Spit to others to follow. However, a developed Spit is unwelcome. There are already several developed park areas such as the Ex, Ashbridges Bay, etc. He wanted the Spit retained the way it is for people who like natural areas.

- 15. Sam Pelly, Harbour Square Residents and Ratepayers.

He was concerned that it can be very difficult to get in and out of the Harbour Square area, and one form of transportation - walking - has been neglected. He wanted to see three actions:

- a) The construction of the temporary covered walkway along Bay Street.

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- b) The Blue Route to Union Station kept as part of the plan.
- c) The inclusion of as many north-south pedestrian routes to the waterfront as possible.

Lastly, he wanted transportation issues addressed carefully because the waterfront is a wonderful place, but people must be able to go there.

- 16. Merlin Andrew, Action Volunteers for Animals. See Appendix B.
- 17. Peter Smith, Weir and Foulds, Barristers and Solicitors. See Appendix B.
- 18. Richard Aaron, Toronto Bicycling Network.

Bicycling is one of the most popular and fastest growing sports. With the present traffic situation in the City many people will only bicycle outside the City. If the Spit is left without any traffic it would provide a place for these people to bicycle as well as a benefit to everyone else.

- 19. A. Jenkins, Ontario Sailing Association. See Appendix B.
- 20. Mark Ferguson, St. Lawrence Neighbourhood Association. See Appendix B.
- 21. Barry McKay, Animal Protection Institute. See Appendix B.
- 22. Bruce Kidd, University of Toronto Track Club Longboard Road Runners and Beaches Road Runners.

He also teaches at University of Toronto and the debate over the Spit has been closely followed. He suggested these amendments:

5A.36 should be amended to make the entire Headland an Environmental Resource Area.

5A.37 should be amended to prohibit all non-service vehicles from the whole Outer Harbour Headland.

5A.34 should be amended to give the sailing clubs on the North Shore security of tenure.

Expanding on these points he felt that the prospect of a self-developing wilderness park is exciting for Toronto which prides itself on making decisions on a human scale. The Spit also shows how the waterfront evolves in interaction with humans. Sailors should not have a problem getting to their

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boats if private cars are not permitted because sailors on the Islands have managed perfectly well. Lastly, securing the North Shore for boaters would take a lot of pressure off the headland.

23. Professor John Lee, Conservation Chairman, Sierra Club of America.

The Sierra Club has over 600 members in Toronto and they don't support a 'bread and circuses' development approach to the Spit. By 'bread' he meant jobs through construction, and by 'circuses' the development of spectator entertainment such as Canada Wonderland. What is needed is easy access to wilderness which the Spit provides. The gulls will be less of a problem as the vegetation grows. There is no need to provide large areas for car parking.

24. Mary Smith, Toronto Field Naturalists. See Appendix B.

25. Juanne Hemsol, CORRA. See Appendix B.

26. Jamie Smith, Toronto Island Residents' Association. See Appendix B.

27. Alex Stuart, National Yacht Club. See Appendix B.

28. Larry Field, Metropolitan and Toronto Region Conservation Authority. See Appendix B.

29. Kittie Fells. See Appendix B.

30. Steve Varga. See Appendix B.

31. Guntis Brumelis, UofT Botany Conservation Group.

He is in favour of Environmental Resource Areas, and wants the whole of the Spit to be an Environmental Resource Area. It is used as a teaching area by the University of Toronto. The City should be proud of this wilderness.

32. Trudy Kavanagh, York University Biological Society.

She would like to see a larger Environmental Resource Area on the Headland and the zigzag dividing line between the ERA and the Open Space Area made more firmly into a proper line. The existing roads are the maximum she wants to see. Preferably she would like the whole Spit as an ERA. Other cities are seeing the need to protect natural areas.

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33. Kevin Kavanagh.

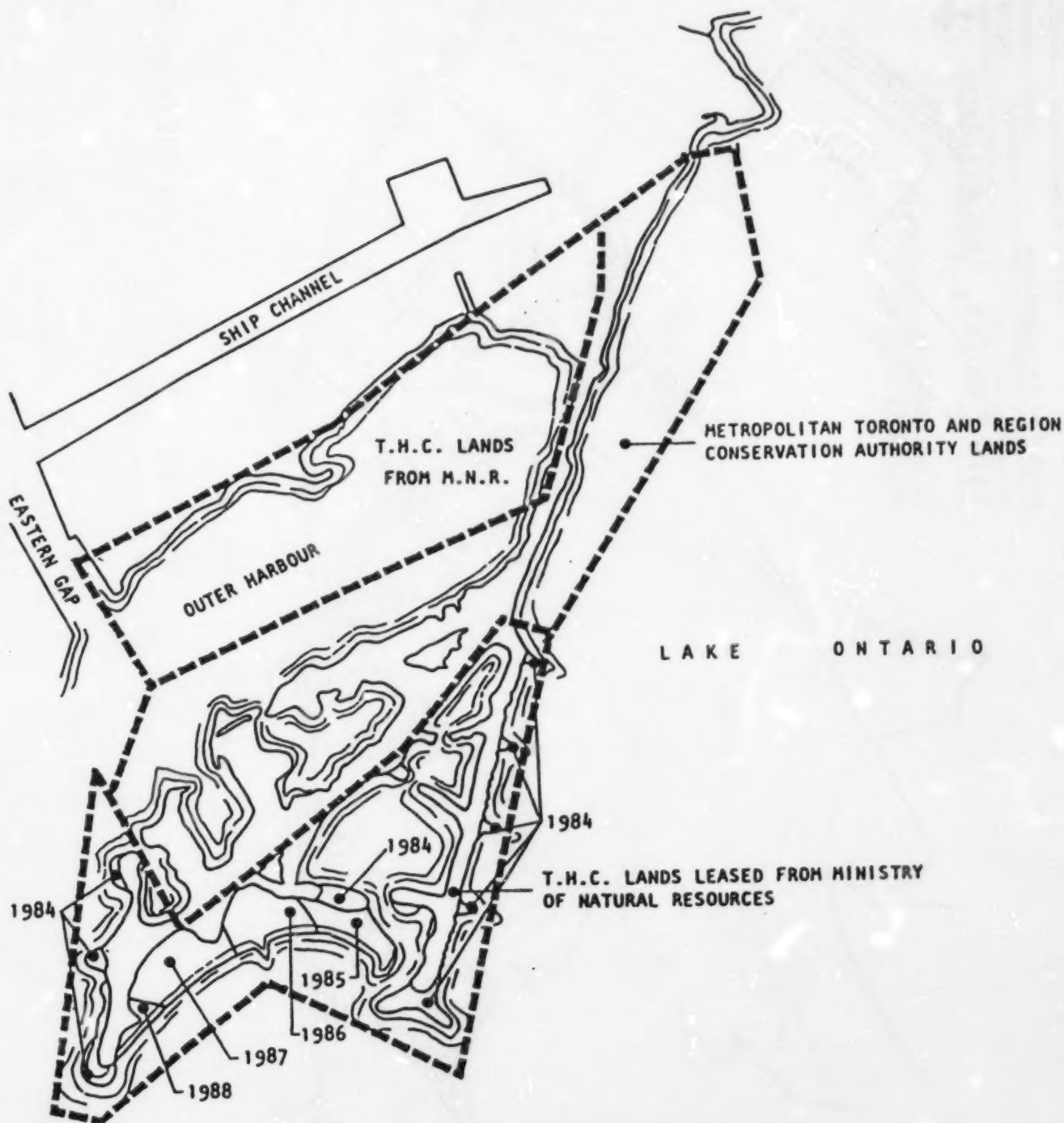
He is a graduate student at the University of Toronto. He feels the Spit is a good area for the study of succession and would like to see the ERA larger. Given the cutbacks at universities it is important to have natural areas close to the City.

34. Martin Amber.

He didn't want any more dumping of toxic materials into Lake Ontario, and he wanted to be sure that there would be no bridge between the Spit and the Toronto Islands.

34. J. Anna Fraser, Walker, Poole, Milligan, Barristers and Solicitors. See Appendix B.





LAND OWNERSHIP ON THE OUTER HARBOUR HEADLAND

SOURCE: THE METROPOLITAN TORONTO AND
REGION CONSERVATION AUTHORITY

ASSIGNMENT No. 520/04098

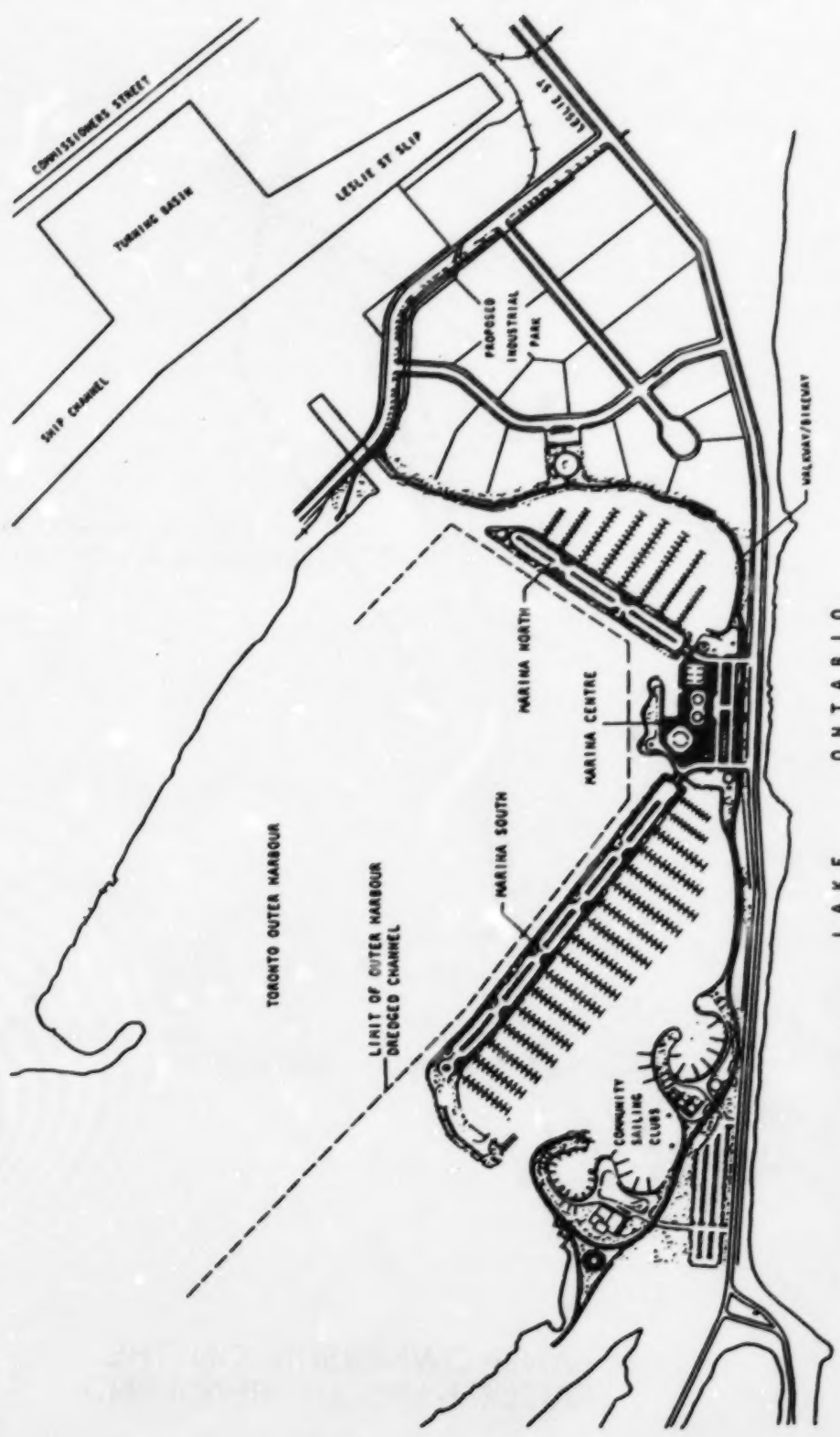
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G. McLAUGHLIN, COMMISSIONER
CENTRAL CORE & WATERFRONT DIVISION

DRAWN BY: P.M.

(REDUCED DRAWING)

MAY 1984





TORONTO HARBOUR COMMISSIONERS' MARINA PROPOSAL



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 CENTRAL CORE & WATERFRONT DIVISION
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 MAY 1984



PROPOSED ZONING
OUTER HARBOUR HEADLAND

The Central Waterfront ↑

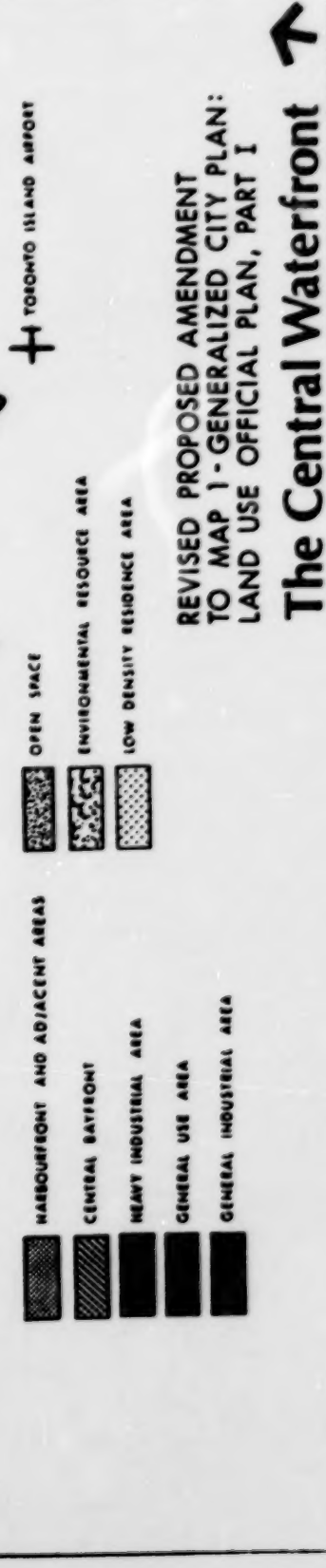
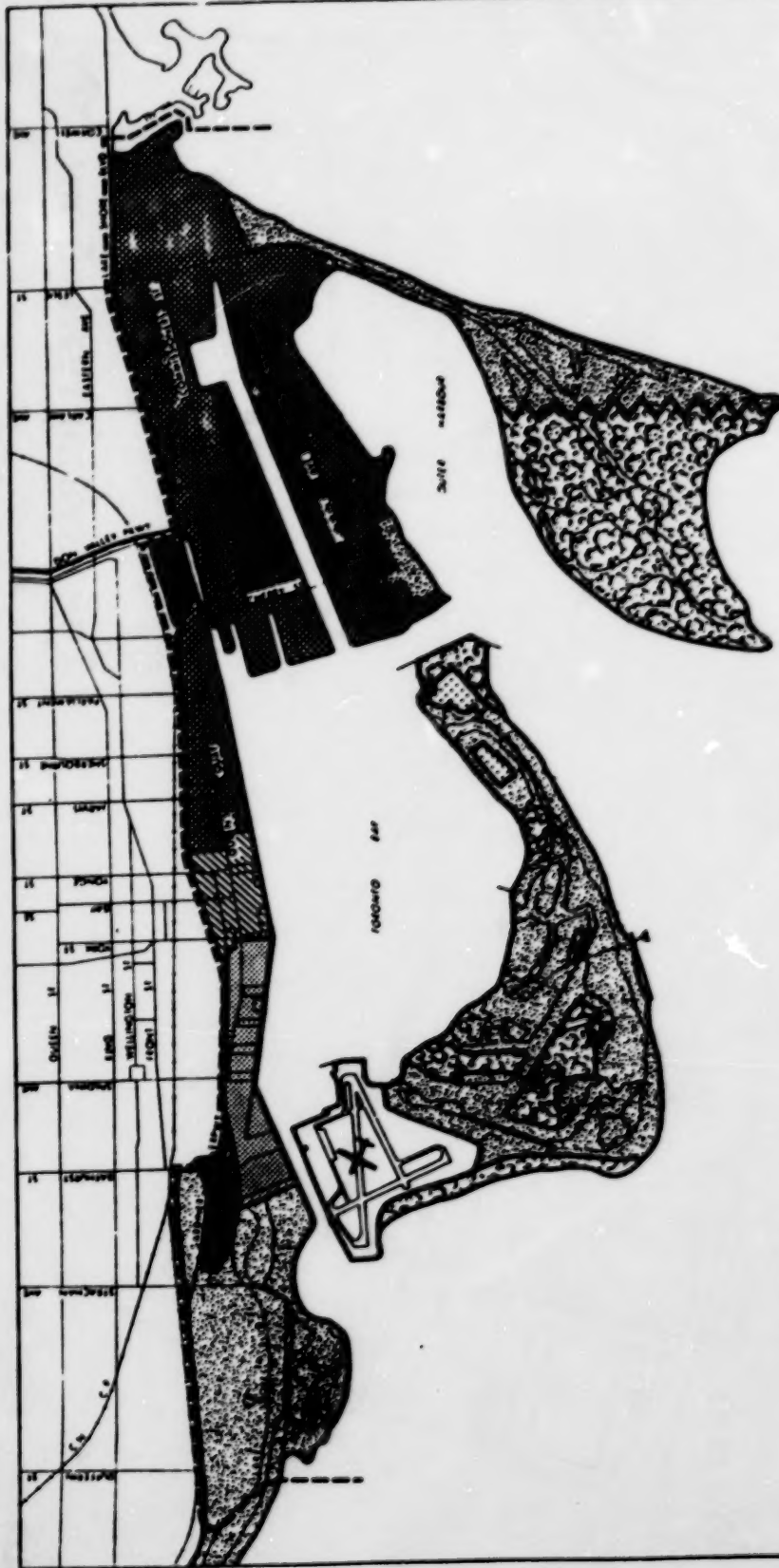
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAY 1984
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CLUB LAYOUT PLAN (proposed)



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 CENTRAL CORE & WATERFRONT DIVISION
 MAY 1984



REVISED PROPOSED AMENDMENT
TO MAP 1-GENERALIZED CITY PLAN:
LAND USE OFFICIAL PLAN, PART I

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
STEPHEN G. McLAUGHLIN, COMMISSIONER
MAY 1984
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